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May 2002

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# Recreation Area Management Plan for **Loon Lake Recreation Area**

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As the Nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering the wisest use of our land and water resources, protecting our fish and wildlife, preserving the environmental and cultural values of our national parks and historical places, and providing for the enjoyment of life through outdoor recreation. The Department assesses our energy and mineral resources and works to assure that their development is in the best interest of all our people. The Department also has a major responsibility for American Indian reservation communities and for people who live in Island Territories under U.S. administration.

**BLM/OR/WA/PT-02/023+1792**



Recreation Area Management Plan

for

# Loon Lake Recreation Area

Bureau of Land Management

Coos Bay District

Umpqua Field Office

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Recreation Area Management Plan

for

Loon Lake Recreation Area

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# Loon Lake Recreation Area Management Plan

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# Part 1. Introduction

## 1.1 Purpose

This plan is intended to lay the groundwork for a long term, consistent management approach by stating objectives, analyzing issues and describing actions to be taken at Loon Lake Recreation Area (LLRA). This plan incorporates and replaces previous efforts, including the 1997 Operations Plan.

This planning effort was identified as a need and a requirement in the Bureau of Land Management's (BLM) Coos Bay District Resource Management Plan of 1995 (District RMP). LLRA including East Shore, was designated in the District RMP as a Special Recreation Management Area due to the significant capital investment the Bureau has at LLRA and the intensive recreational use it receives in summer. The Bureau's 8322 Manual for Recreation Area Management Plans was used as a guideline for this document. The plan will guide BLM's administration, management, capital improvement and operations of LLRA for the next ten years. All actions will be in compliance with existing laws, regulation, plans, policy and current designations.

## 1.2 Location and Setting

Loon Lake is a narrow lake at the northern end of Ash Valley in Douglas County, Oregon. It is located in the Coast Range between the Pacific Ocean and Willamette Valley in the southwestern part of the state. LLRA is a 60-unit campground and beach operated by the Bureau of Land Management, Coos Bay District, Umpqua Field Office. East Shore is a six-unit campground, one-half mile south, and is considered part of LLRA. Both campgrounds are located in mature conifer forests adjacent to the lake.

Loon Lake itself is approximately two miles long, one-half mile wide and is shaped in a modified "S" form. The average depth is 53 feet and the maximum measured depth is slightly over 100 feet. The lake covers about 294 acres. The lake was formed naturally by a landslide which occurred an estimated fifteen hundred years ago, as described by Ewart M. Baldwin in *geology OF OREGON*.<sup>1</sup> Loon Lake is fed by Lake Creek at the southern end and drains into Mill Creek at the northern end of the lake. Mill Creek is a major tributary to the Umpqua River in Douglas County, Oregon.

The lake's location in the forest offers visitors cooler temperatures than the Willamette Valley in the summer, no ocean wind, and a sense of being in the woods. The elevation is approximately 500 feet above sea level. Loon Lake is shown on most state road maps and on the Loon Lake, Oregon Quadrangle, 7.5 minute topographic series of the U. S. Geological Survey maps.

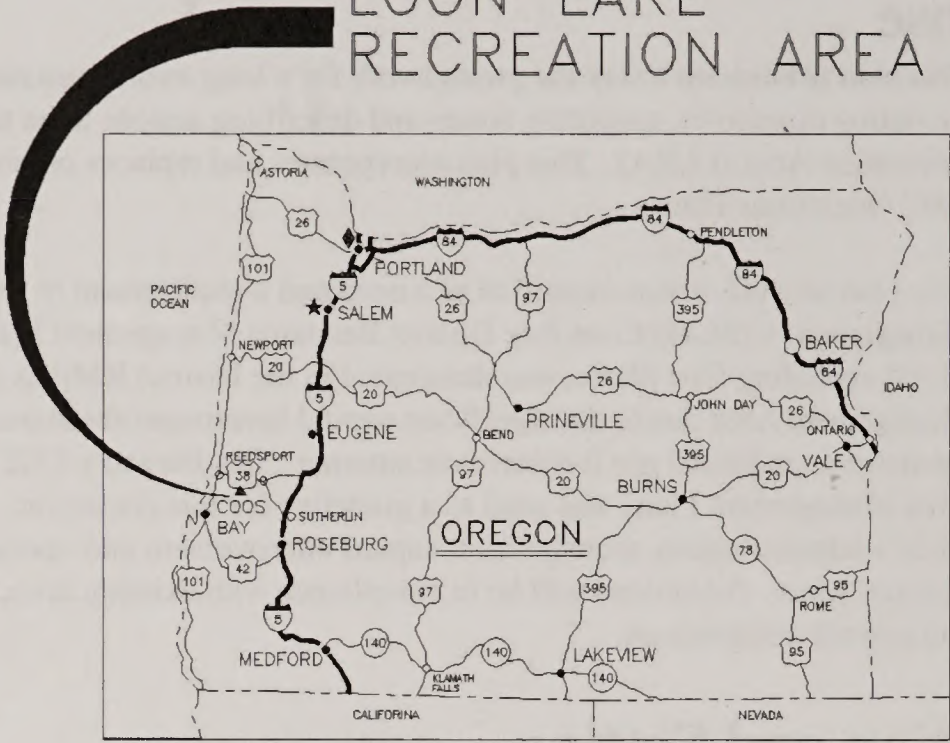
LLRA's entrance is located along Douglas County Road 3, seven miles southeast of the intersection with State Highway 38, where Mill Creek flows into the Umpqua River. State Highway 38 follows the lower Umpqua River and connects Interstate-5 at the Drain exit near Cottage Grove, with U.S. Highway 101 along Oregon's west coast at Reedsport. LLRA is twenty miles from Reedsport and about eleven miles from Scottsburg.

Douglas County Road 3 is a winding, narrow, paved road which climbs alongside Mill Creek to the LLRA entrance, then follows the eastern shore of the lake into Ash Valley. The pavement ends about two miles south of the lake and forks into state, county and private gravel roads which access timber management areas. Traffic is light although logging operations are common. There are several private, residential homes and small farms scattered throughout Ash Valley. Access to a few seasonal homes along the western shore of the lake is by water only. Loon Lake Lodge and Fish Haven are privately owned,

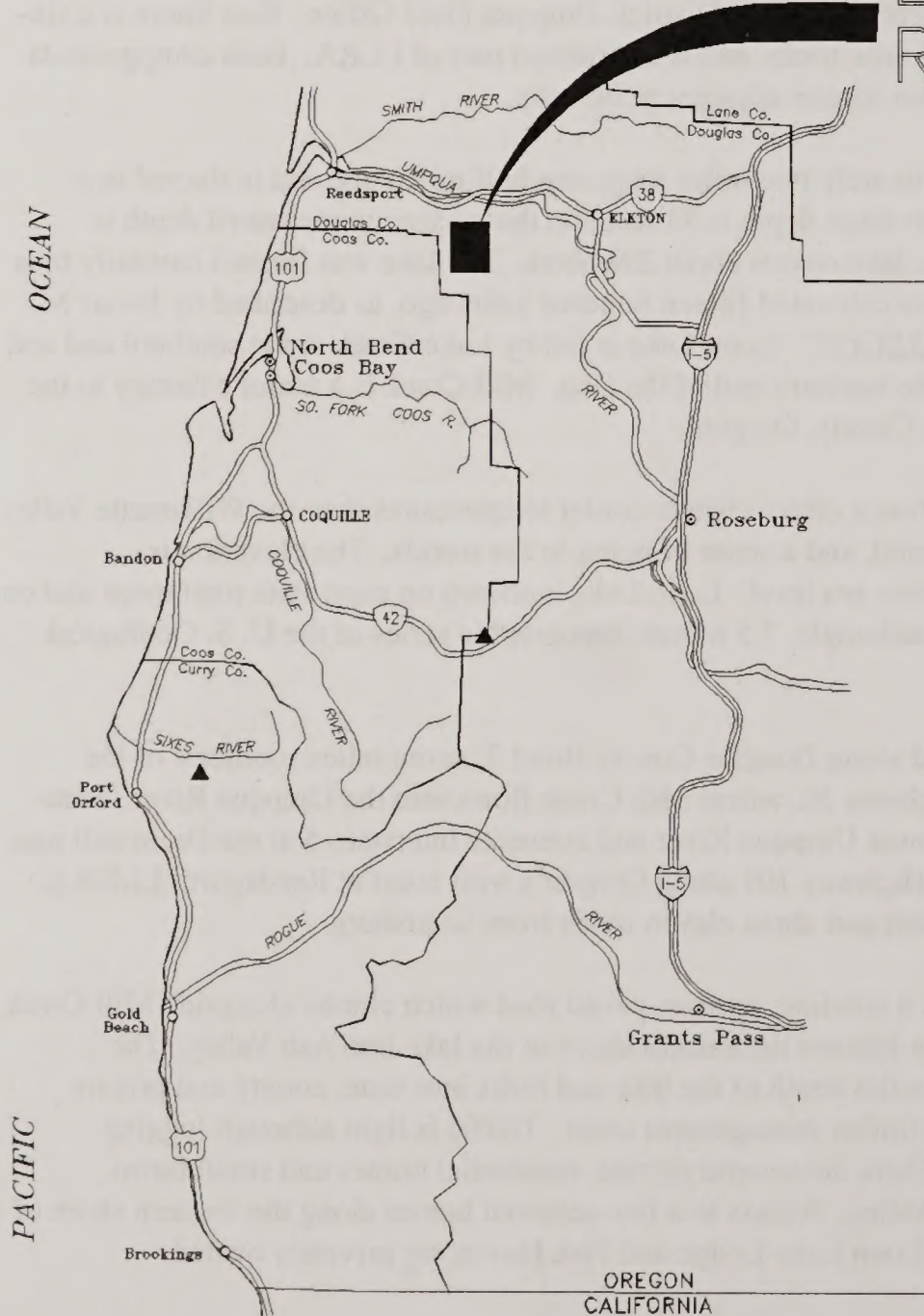
<sup>1</sup> Revised Edition, Copyright 1976 by Kendall/Hunt Publishing Company ISBN 0-8403-1435-3



# LOON LAKE RECREATION AREA



# LOON LAKE RECREATION AREA



SCALE 1" = 15 MILES

## AREA REFERENCE MAP

SYMBOL	DESCRIPTION	SYMBOL	DESCRIPTION
	INTERSTATE HIGHWAY	★	STATE CAPITOL
	U.S. HIGHWAY	◆	BLM STATE OFFICE
	STATE HIGHWAY	●	BLM DISTRICT OFFICE



commercially operated vacation spots along the lake's eastern shore. They are close to the BLM campgrounds and together have a store, gas station, restaurant, rental cabins, campground, public telephone, and boat ramp.

## 1.3 The Planning Area

The planning area described below contains approximately 2,560 acres of federal, state, and private lands. The planning area considers lands outside of the LLRA so potential impacts to surrounding lands are considered in the management actions to be taken. The management actions themselves, however, are for BLM public lands within the LLRA only.

### Federal Lands

The Loon Lake Recreation Area is in Township 23 South, Range 10 West, Section 2, Willamette Meridian (WM). The Secretary of the Interior withdrew<sup>2</sup> 78.86 acres for recreational purposes by Public Land Order 3869 case file OR 016183, on November 21, 1965. Approximately 35.5 acres of the nearly 79 acres were suitable for development as a recreation area.

The legal land description for East Shore is Township 23 South, Range 10 West, Section 1, Lot 17, WM. There are 51.51 acres in Section one withdrawn from public land laws and designated for recreational use by Secretarial Order No. 43, case file OR 23558, on December 31, 1930. Only 3.12 acres of the withdrawn area are developed due to the steep terrain and proximity to the lake. The rest of Section 1 is forested land managed by the BLM.

### State Lands

Twelve acres of developed lands at LLRA are under a permanent easement with Elliott State Forest (BLM files under State of Oregon, RE-C-307). The lands in the permanent easement are along the western boundary of the main campground near the water tower, and the western end of the beach. The easement states that title to any merchantable timber removed for construction or maintenance remains with the State of Oregon. The Authorized Officer of the Bureau will notify the State Forester prior to any cutting of trees in the easement. The easement also states coordination between both parties is required for any new development on the leased lands.

Elliott State Forest is more than 93,000 acres total in size and surrounds much of the main campground in Section 2. The District RMP recognizes the potential for future acquisition and/or exchange with Elliott State Forest if it is feasible for both parties.

The Elliott State Forest Plan recognizes the value of recreation opportunities on its land. The forested slopes bordering the western side of Loon Lake are considered a "Scenic Viewshed" in the Elliott State Forest Plan, and are not scheduled to be managed for timber production. The public comments received during the planning effort in 1993 indicate that visitors are regional residents and "are attracted to the Elliott Forest because it is primitive and unregulated and few others compete for favorite sites." The Elliott State Forest's management continues to offer dispersed, undeveloped, informal opportunities for recreation. "No staff, funds, or programs exist to actively manage recreation sites and users on the forest." A new Elliott State Forest planning effort began in January 2001. Additional opportunities to work with the state in regards to LLRA may surface in the future.

State agencies which may have responsibilities for adjacent lands, the submerged lands under the lake and the water in the lake include: the Department of Environmental Quality (pollution); the Department of Fish and Wildlife; the Department of Land Conservation and Development (land-use planning); the Division of State Lands (wetland resources); the State Forestry Department; the Oregon State Marine Board (boating access and regulation); the Water Resources Department (surface and ground water uses).

<sup>2</sup> Withdrawals: Removal or withholding of public lands by statute or secretarial order, from operation of some or all of the public land laws (surface, mining, and/or mineral leasing).



### **Private Lands**

Half of Section 11 and all of Section 12 in the planning area are privately owned and land use is shown on Map 8 of the *Douglas County Master Plan*. Most of the area is zoned Farm/Forest, with some Rural Residential. A small portion is zoned Exclusive Farm Use/Grazing. Loon Lake Lodge and Fish Haven areas are zoned Tourist/Commercial.

### **Summary**

The acreage below was estimated from BLM land records and rounded upward to show the planning area land tenure.

BLM O&C <sup>3</sup> Lands	670 acres
Elliott State Forest	670 acres
Private land	920 acres
Loon Lake water surface	<u>294 acres</u>
Total Estimated Acres for Planning Area	2554 acres

## **1.4 Consistency with Other Federal Land Plans**

Current designations for federal lands in the planning area come from the Northwest Forest Plan (NFP) of 1994 and Coos Bay District Resource Management Plan (District RMP) of 1995. The NFP guides management for nineteen National Forests and seven BLM Districts in the Pacific Northwest. Management actions in this Recreation Area Management Plan will be consistent with both of these previous plans.

### **Northwest Forest Plan**

Seven land allocations are defined in the Northwest Forest Plan with standards and guidelines for management. The main campground and beach are in "Matrix" category, otherwise known as "General Forest Management Areas" (GFMA) which allows for more intensive timber management. East Shore is adjacent to a "Late Successional Reserve" designation, intended to maintain an old-growth forest ecosystem. The entire LLRA is within a "Riparian Reserve." The Standards and Guidelines for Recreation Sites in Riparian Reserves in the NFP focus on attaining Aquatic Conservation Strategy (ACS)<sup>4</sup> objectives. The nine ACS objectives are intended to "maintain and restore" a healthy watershed through healthy streams and lakes.

The ACS objectives are addressed through Coos Bay BLM's Mill Creek Watershed Analysis and the National Environmental Policy Act (NEPA) process. The Mill Creek Watershed Analysis was produced in 1995 by BLM staff with assistance from Weyerhaeuser and Elliott State Forest employees. The analysis focused on aquatic and terrestrial wildlife habitat, timber and road management strategies rather than the developed recreation sites.

The waters of Loon Lake are under the jurisdiction of the State of Oregon, and water quality is regularly tested by Douglas County officials. The ACS objectives apply to the federal lands only. BLM recognizes that the man-made beach at LLRA introduced non-native sand to the north end of the lake and the non-native Brazilian water weed (*Elodea densa*) may impact aquatic habitat for native species. The number of motorized water craft on the lake in summer may temporarily reduce the water quality.

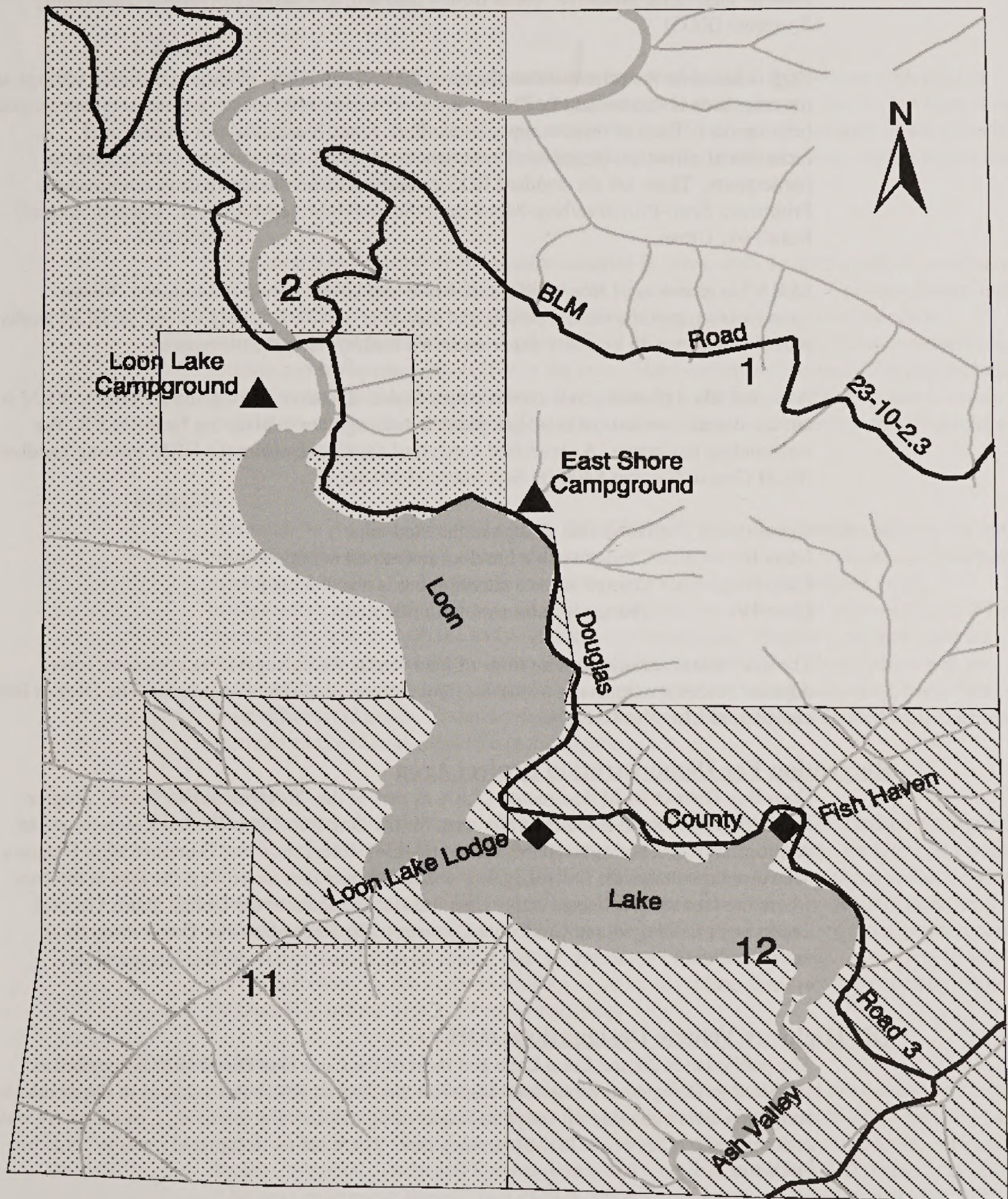
There are currently no surface disturbing projects proposed at the recreation site which would affect the waters of Loon Lake. Any future BLM projects, however, would need to address ACS through the NEPA process. NEPA is used to analyze both human and environmental impacts of ground disturbing activities on site-specific or project specific work on federal lands.




<sup>3</sup> Lands affected by the Oregon and California Railroad Act of July, 1866 and later the O&C Act of 1937.

<sup>4</sup> Record of Decision, Standards and Guidelines, April, 1994, pp 9 & 10 and B-11 through B-34.




## Loon Lake Planning Area



-  Elliott State Forest Land
-  BLM Administered Land
-  Private Land

0 0.1 0.2 Miles





## **BLM District Recreation Designations**

The District's recreation focus for Loon Lake is one of several "special developed recreation sites in modified natural landscapes that accommodate intensive use and provide a higher level of services that are unique from the semi-primitive settings." The terms "modified natural" and "semi-primitive" come from a planning tool called Recreation Opportunity Spectrum (ROS) .

ROS is based on the principal that the three basic components of natural resource settings are the recreation resources and facilities (physical), visitor use (social) and management actions (managerial). Each of these components influence the basic nature or character of recreational activities, the types of experiences expected, and the benefits available to participants. There are six standard ROS classes based on the above three components: Primitive; Semi-Primitive/Non-Motorized; Semi-Primitive/Motorized; Roaded/Natural; Rural; and Urban.

LLRA has elements of Roaded/Natural, Rural and Urban during the summer. Visitor comments suggest the natural setting and customer service is highly valued, so BLM works to provide visitors with a quality experience in a healthy natural environment.

A second BLM planning tool used is called Visual Resource Management (VRM). VRM is an assessment to assist the manager, planner and engineer in blending facilities with the surrounding landscape. A simplified version of the Classes from the VRM training handbook (BLM Course Number 8400-05 September 1999) are:

Class I	No visible change in the landscape
Class II	Change visible but does not attract attention
Class III	Change attracts attention but is not dominant
Class IV	Change is dominant, but mitigated

The assessment includes descriptions of land forms, water, vegetation, structure, color, adjacent scenery, uniqueness of the site, and cultural modifications present. The District RMP categorized LLRA as Class II.

## **Recreation Fee Demonstration Project Area**

Coos Bay District BLM designated LLRA as part of the "Recreation Fee Demo" program. Recreation Fee Demo is the common term for the Omnibus Consolidated Rescissions and Appropriations Act of 1996 (Public Law 104-134), Recreation Fee Demonstration Program. This program allows the federal agency collecting user fees to reinvest the fees at the sites where the fees were collected rather than transferring them to the United States General Treasury, or to Oregon and California Counties. The Recreation Fee Demo Program is authorized until September 30, 2004, with an additional 3 years to 2007 to spend the collections.

## **Off-Highway Vehicle Designations (OHV)**

The public lands around Loon Lake and most of the Coos Bay District are designated as "Limited to Designated Roads and Trails" in the District RMP. All vehicles in the developed recreation sites must stay on the paved areas designed for vehicle travel. Cross-country travel is not permitted anywhere in the planning area. There are no designated roads or trails for OHV use.

All state and county regulations apply to the operation of motorized vehicles at and around LLRA. Non-street legal (unlicensed) vehicles, such as quads or three-wheelers, are not permitted on county roads. Unlicensed vehicles may utilize BLM roads outside the developed recreation sites, as long as the vehicles stay on the roads. BLM sells maps to assist the traveler in determining which roads are BLM administered.



## Part 2. Background Information

### 2.1 Natural Resources in the Planning Area

#### Climate

The climate consists of warm, dry summers followed by mild, wet winters with rainfall approximately 80 inches per year. Snowfall occurs in the higher elevations, but there is no residual snow pack in winter. Temperatures average 50 degrees Fahrenheit in winter to 90 degrees Fahrenheit in summer. Prevailing winds are from the southwest during winter and the northwest during summer.

#### Vegetation

Vegetation is dominated by the mature Douglas-fir trees, with western hemlock, western red cedar, dogwood, red alder and bigleaf maple all growing in the area. Common shrubs include vine maple, salal, ocean spray, poison oak, blackberry, huckleberry, rhododendron, salmonberry and thimbleberry. A wide variety of native wild flowers, ferns, mosses, lichens, grasses and herbaceous plants live in the area. There are several "invasive" plants including scotch broom, thistle, tansy ragwort and the Brazilian water weed. There is also a known population of Cusick's checkermallow (*Sidalcea cusickii*) in the planning area, a special status "tracking" species.

#### Wildlife

Although no detailed inventories exist, the Mill Creek watershed provides habitats for many wildlife species including a variety of mammals, birds, amphibians, reptiles, and invertebrates common to the Pacific Northwest coastal forests. Sightings might include an elk, northwestern salamander, garter snake, quail, thrushes, swallows and hummingbirds. Fish found in the lake include the native resident Cutthroat trout. Hatchery rainbow trout are stocked annually by the Oregon Department of Fish and Wildlife. Most visitors will see snails, slugs and insects representing numerous families including butterflies, bees, flies, dragonflies and beetles. Federally listed as threatened, the northern spotted owl, marbled murrelet and bald eagle also live in the region.

#### Geology/Soils

The property has been mapped (Baldwin, 1961) as Quaternary landslide material, originating from Tyee Formation sandstone. According to soil survey information for Douglas County (NRCS, 1994) and mapped on BLM GIS (2001), the soil mapped is Umpcoos-Rock outcrop-Damewood complex, 60 to 90 percent slope. This soil consists of moderately deep, well drained soils formed in sedimentary rock on the hillsides and ridgetops and deposited down slope. Water can pass through the soil from 2.0 to 6.0 inches per hour. According to soil survey information, the depth to bedrock is 20 to 40 inches. The soils are generally known to be unstable, and the area is prone to landslides.

#### Human Use

Human use dates back several thousands of years. There are cultural sites of concern in the area which are periodically monitored. The abundance of edible native fruits, fish and game sustained humans well into the early part of the 20<sup>th</sup> century. Indigenous people, explorers, hunters, trappers, miners and loggers dominated the scene in the last 200 years. According to "Oregon Geographic Names" by Lewis A. McArthur,<sup>5</sup> Loon Lake was named after a couple of local adventurers saw Loons tending a nest on the lake in 1852. Trails eventually became roads, which were mostly built to accommodate logging during the middle of the 20<sup>th</sup> century.

<sup>5</sup> Sixth edition, pp.519-520., from *History of Southern Oregon* by Walling, p. 439



## 2.2 Other Recreation Opportunities in the Planning Area

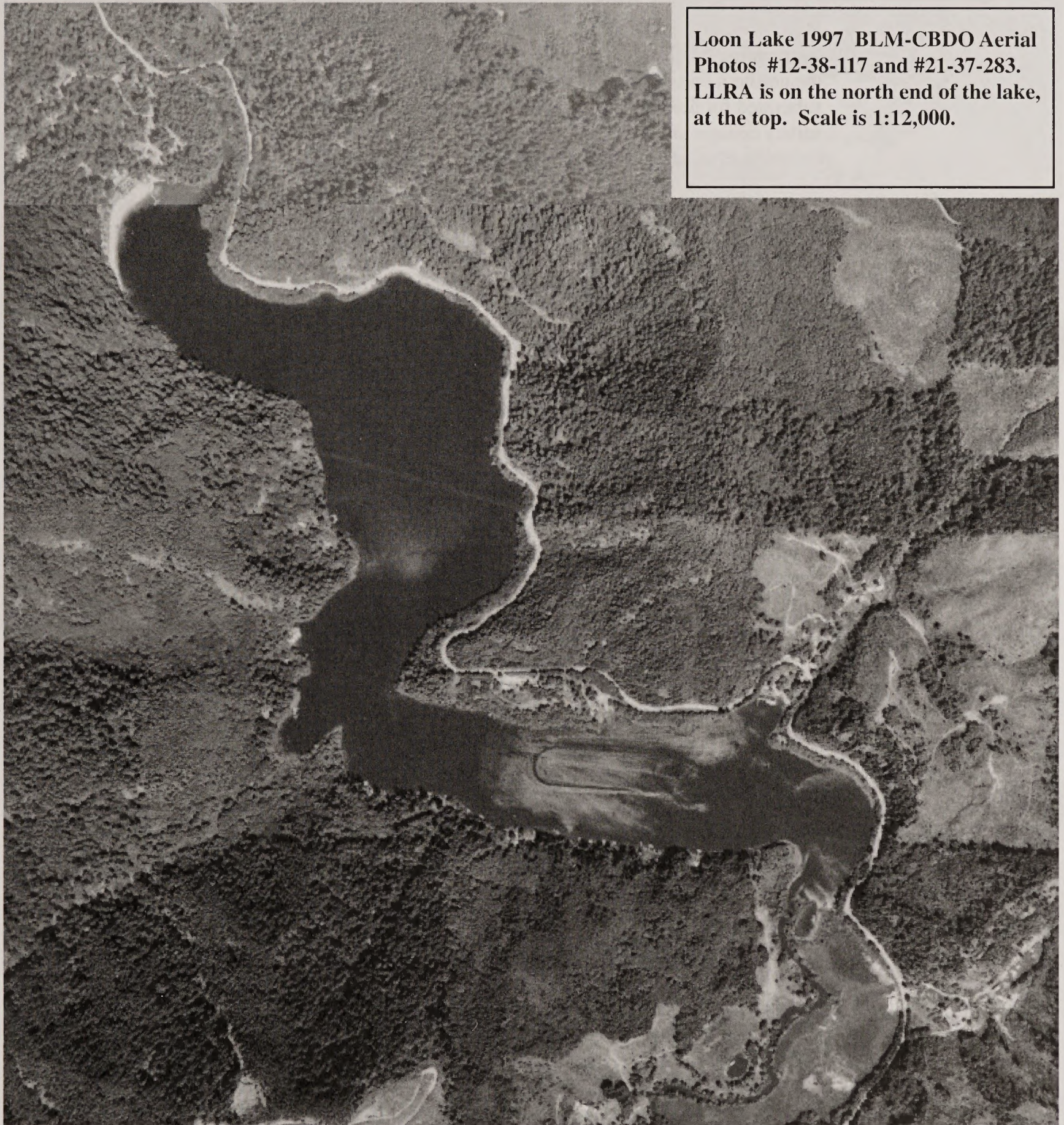
The dominant recreational resource in the planning area is the lake itself. Undeveloped lands in the region are used for a variety of recreational pursuits, primarily in summer and during hunting season. Most of the land along the roads and creeks near LLRA is privately owned. Elliot State Forest has no developed recreation sites, but allows dispersed recreation throughout the forest.

Development at LLRA began with a boat ramp and two vault toilets in the early 1960s. Today, the campground has flush restrooms, hot showers, tables, grills, dish cleaning sinks, tent pads and paved roads. The Day Use Area has a beach, boat launch, fishing dock, boat moorings, parking, fish cleaning station and restrooms along with picnic tables and grills on concrete pads. There is an amphitheater for interpretive programs as well.

Loon Lake Lodge and Fish Haven are privately owned commercial businesses offering lodging, camping, boating and supplies. Private cabins along the southwestern shore bring boaters to the lake because there is no road access to many of the cabins.

Reedsport is the closest full service community, which is located 20 miles and about a thirty minutes' drive from the lake. Recreational and educational opportunities are plentiful in Reedsport including the Umpqua Discovery Center, Dean Creek Elk Viewing Area, Oregon Dunes National Recreation Area and numerous State Parks. Also, private businesses offer a great deal to see and do along the coast.





Loon Lake 1997 BLM-CBDO Aerial  
Photos #12-38-117 and #21-37-283.  
LLRA is on the north end of the lake,  
at the top. Scale is 1:12,000.



## 2.3 Site Development

### Background

BLM records indicate the first LLRA facilities were built in response to concerns for public health, safety, and the natural resources. There were no restrooms, motor boats launched next to swimmers and the shores of the lake were eroding. Douglas County donated two toilets which BLM installed in 1961. A gravel boat launch was constructed by the State Game Commission through a Land Use Permit issued by BLM in 1958 and terminated in 1962.

Responding to BLM's request, the National Park Service reported in 1961 that BLM lands at the northern end of Loon Lake were appropriate to develop a Recreation Area, and plans were submitted for the site. Construction began to take place and on Labor Day, 1962, a visitor survey counted 672 campers, 508 picnickers and 73 boats! A month later the October 1962 Columbus Day storm damaged 25 campsites, four latrines and one water source.

Funds were appropriated in 1963 to repair and expand the Recreation Area. BLM constructed the beach, boat ramp, 30 campsites, 18 picnic sites, installed two wells for drinking water and put in six toilets. By 1966, LLRA had electric and water systems, 70 camp sites, 25 picnic sites, a 30,000 square foot beach area, boat dock, parking spaces for 30 boats and two large restrooms. The campground grew with demand and problems of over use surfaced. Studies were conducted by District and State Office BLM staff in 1966, 1967 and another in 1973 to identify the issues. A 1975 development plan recommended major reconstruction and a Resident Site Manager position. Major reconstruction occurred in five phases and a Resident Site Manager was assigned in 1977. Camping fees were established and the grand re-opening of Loon Lake Recreation Area was held in 1979.

Camping styles have changed since 1979. Parking spaces designed for the single vehicle do not accommodate the current camping trends. Most noticeable are increases in the numbers of recreational vehicles (RV's), families traveling separately and meeting, thereby having an extra vehicle to park, and the increase in the use of water craft which require trailer parking. Efforts to accommodate visitors over the past decade have resulted in adjustments to the original campground design including the tent meadow, extra vehicle parking and group sites. These adjustments allow more people and vehicles into the park than the original design considered.

### Current Supply and Demand

Peak use in July, August, and Labor Day weekend in September exceeds the available parking spaces, while most of the year the demand is light to nonexistent. Typically, BLM's Day Use facilities at LLRA open March 1, the campground opens the Thursday before Memorial Day, and the park closes down at the end of November because of tree and weather related hazards during winter. The site has been closed early the last few years due to renovation work. East Shore is normally open mid-April through the end of November.





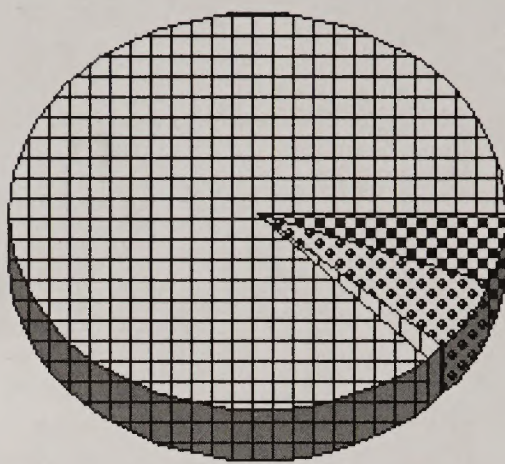
Loon Lake 1962



Loon Lake 1999



# Loon Lake Visitation



July - Sept.



Day Use Jan. - Mar.



April - June



Sept. - Nov.

## Changes Expected to Occur in the Future

Oregon Parks and Recreation Department have produced the Statewide Comprehensive Outdoor Recreation Plan (SCORP) in cooperation with the National Park Service, every five years for the past 30 years. In 1980, SCORP indicated Douglas County would have a surplus of campsites and the private sector, rather than government agencies, were encouraged to provide camping facilities for overnight sites with full hook-ups. The current demand seems to be for areas close to the ocean, like the new RV parks in Winchester Bay and the Charleston area.

The latest 1994 - 1999 SCORP indicates on page III-2 "Oregon is facing considerable social and economic changes" "...urbanization, an aging population, declining economic conditions, growing minority populations and the dramatic increase of households with working mothers profoundly affect recreational needs in the state."

Visitor numbers and demographics may change at LLRA as the "baby boomer" generation ages. Visitor numbers at LLRA have remained consistent over the past two decades in that demand is greatest in July and August. Many visitors come every year, and it is likely they will continue their annual trek to the site for the foreseeable future.

## Visitor Profile

A key element in identifying and addressing issues is knowing about the visitors who come to the site, and what their expectations are. In August and September 1998, a nationwide customer satisfaction survey of users at seven BLM recreation sites was conducted by Human Management Services, Inc. of Arlington, VA. Loon Lake Recreation Area was one of the sites included in the survey. A copy of the report is available at the Coos Bay District BLM office. There were 87 respondents, only 21.5 percent of the questionnaires handed out were returned. Results of the survey suggest the following information about LLRA visitors:

- The average age of a registered visitor is forty years, with some college or business/trade school education.
- The average annual income is about \$38,000.
- Approximately 60 percent of respondents of this survey were female.
- Camping is the number one activity, followed closely by boating, swimming, and fishing.



- Approximately 78 percent of visitors are from Oregon.
- Neighboring states of Washington, Idaho and California are home to the majority of out of state visitors.
- Visitors are willing to pay for camping and day use at the beach.

**The Overall quality of the recreation experience was rated 6.3 out of a high score of seven.**

Overall, improvements in information about the site and environmental education would improve user satisfaction. Below are the Loon Lake Recreation Area survey results for customer satisfaction in the following areas, with seven being the highest score and one the lowest score:

Environmental Education - 5.7  
Physical Facilities Condition - 6.3  
Recreation Site Condition - 6.2

Sixty-three of the eighty-seven respondents commented on thirteen content categories presented. The top three categories for Loon Lake were:

19 percent wanted improvements in the Reservation System  
14 percent wanted improved/increased facilities  
13 percent said BLM should improve/increase campgrounds (similar to above)

### **Activities**

The 1999 cash register receipts closely resemble the results of the 1998 survey. The most popular activities in order of use, over the entire summer are: Camping, swimming, fishing, boating, picnicking (Day Use).

### **Fees**

The fee structure at LLRA is slightly complex, but follows similar regional fee structures used by popular State Parks and County Parks. Fees are determined through a "fair market value" process by annually comparing fees charged at similar facilities in the region.

The fees charged at LLRA are "User Fees," not entrance fees. They are reported in the Bureau's Collections and Billings System (CBS) as well as in the Recreation Management Information System (RMIS). The fees were established prior to the Recreation Fee Demo Project but LLRA was included in the Recreation Fee Demo Project so BLM could reinvest the users' fees on site. There is specific guidance associated with the Recreation Fee Demo Project regarding how to spend the dollars. Funds will be used to pay for operation, maintenance, improvements and interpretation to enhance recreation opportunities and visitor experiences. A business plan for LLRA currently being developed will address these categories.



**Loon Lake Recreation Area  
Year 2000-2001 Fee Structure**

<u>LLRA</u>	<u>Overnight</u>	<u>East Shore - Overnight</u>
Tent (meadow) Camping	\$12.00	Single site \$10.00
Single site	\$13.00	Extra Vehicle \$ 3.00
Double Site	\$19.00	
Extra Vehicle	\$ 7.00	
Group Site (reservation)	\$35.00	
<u>LLRA</u>	<u>Day Use</u>	<u>East Shore - Day Use</u>
One Vehicle	\$ 5.00	One Vehicle \$ 3.00
One Vehicle Season Pass	\$25.00	
Walk-in	\$ 3.00	
Boat Launch	\$ 3.00	
R.V. Dump Station	\$10.00	

**Gross Revenues by Fiscal Year (Fee Demo Project began in FY 1998)**

1996	1997	1998	1999	2000	5 year total
\$74,590	\$78,135	\$76,116	\$106,099	\$97,347	\$432,287

## 2.4 Identifying the Issues

Six different studies and numerous recommendations over the past 30 years identified the same issues brought up today. There have been many suggestions on how to accommodate the high demand for parking spots, such as expanding the campground and beach, encouraging use earlier and later in the season, and even a suggestion to remove the boat ramp.

Staff observation, recommendations, verbal discussions, and compiled written comments from visitors were all utilized in writing this plan. The top five comments received from visitors in the form of comment cards over the last ten years are listed below. Three on-site meetings were held in the summer of 1999 for this planning effort, to identify visitors' current concerns. The topic of increasing the reservations system to alleviate the waiting line sparked discussion.

Top five written comments from LLRA visitors over the past ten years:

1. Keep the park the way it is. Nearly one-third of all comments received reflected this sentiment. Compliments about the helpful staff were frequent. Clearly, BLM is doing the right thing for many visitors.
2. Improve sites including showers, add electrical outlets, plant vegetation for privacy, and construct level tent pads.
3. Increase the number of sites available in the reservation system.
4. Enforce existing regulations consistently, including water craft speed/noise. Disturbing noise is a common complaint. Loud water craft was most often cited as offensive, followed by loud music and barking dogs left unattended.
5. Offer more environmental education and interpretation programs pertinent to the area.

Visitors expressed their appreciation for the natural setting many times in the comments reviewed. It is important to maintain this natural setting as much as possible.



Although not in the top five category, significant numbers of comments from visitors over the past few years include:

- The Annual Fishing Derby was well received and popular.
- Complaints about unsafe behavior, particularly regarding jet skis, received significant comments.
- People want soap in the restrooms.
- Concessions requested were mostly to have canoes or water craft available for rent, and ice for sale, both of which are available at Loon Lake Lodge.
- Develop more trails.
- Cabin owners are concerned about fees and winter use for the boat ramp, as their cabins are not accessible by road.
- Complaints have increased about unattended dogs and feces in the park.

It should also be noted that conflicting comments were received. For example, a comment would say leave the park as it is, but suggest it is too crowded and more campsites should be added.

#### Concerns Identified by BLM

- Establish the amount and type of development and services BLM can offer and maintain at LLRA.
- Establish the carrying capacity of the facility and the resources, including season of use and lower fees in the off-season.
- Apply standard Bureau procedures in all aspects of management at LLRA.
- Address specific issues identified by staff and visitors for long term, consistent solutions.

The concerns expressed by visitors and BLM were grouped into four categories:

1. Carrying Capacity of Resources and Facilities (Supply) versus Visitor Demand
2. Visitor Health and Safety
3. Visitor Services (amount of service expected and what BLM can provide)
4. Administrative (situations we can address through changes in how BLM operates on site).

Part 3 states the Goals and Objectives developed for each category. Part 4 describes the concerns, or issues and Part 5 lists the management actions addressing the issues.



Loon Lake Beach, 1999



## Part 3. Goal and Objectives

The BLM District recreation focus includes three key opportunities for recreation: Forest Recreation in dispersed, undeveloped and semi-developed sites; Coastal Recreation in natural settings; and Special Developed Forest Recreation Sites, such as Loon Lake.

LLRA is a substantially modified natural environment where large numbers of visitors can be expected. The site provides regional visitors with water access in a warm, sheltered forest environment. Facilities are fully developed to provide a high level of support for family oriented activities such as camping, picnicking, boating, fishing, swimming, hiking and educational programs for children and adults related to natural resources.

LLRA will be managed to support appropriate intensive public uses including access to special features such as the beach and playground. It will be managed to protect important resources, site character and visitor health and safety. The "Rural" Recreation Opportunity Spectrum (ROS) Class will be maintained so as not to detract from appreciative values of the facilities and the natural setting.

The Goal for BLM is to provide a clean, safe, enjoyable experience for visitors to Loon Lake.

- Objective 1.* Determine the visitor capacity and specific ways to avoid exceeding the capacity.
- Objective 2.* Identify ways to provide consistent interpretation and enforcement of rules, regulations and health and safety concerns.
- Objective 3.* Establish ways BLM can respond to visitors' desires for resource information, improved camp sites and services while maintaining the "Rural" ROS setting at Loon Lake Recreation Area.
- Objective 4.* Establish consistent application of Bureau procedures and record keeping.



## Part 4. Issues and Discussions

Part 4 examines in detail the main issues identified by visitors and BLM staff. The discussions provide some background information and things BLM must consider such as jurisdictions or laws. The management actions BLM intends to take follow the discussions in Part 5.

### 4.1 Carrying Capacity of Resources and Facilities versus Visitor Demand

The carrying capacity of the site was originally established through the design of the facility in the 1978 rebuilding. The design team used parking spaces as the primary way to establish the maximum number of people able to enjoy the area at the same time while not overloading the water and sewer systems or damaging the natural setting. BLM records indicate the 1978 design of the campground and day use area was drawn using an average of four people per vehicle, and allowed for smaller RV's, trailers and tents. The original contract drawings for the reconstruction of 1977-78 indicate there were 51 single vehicle camping units, (51 x 4 = 204 people for camping) plus 58 day use parking spaces (58 x 4 people = 232 people); 204 plus 232 totals 436 people at the recreation site at one time. There were also 22 boat trailer parking spaces. It is not clear from the records if that is the amount that was actually built.



Loon Lake, Summer, 1962



The increasing number and types of campers, coupled with the numbers of people arriving in separate vehicles wanting to camp together, has strained the ability of the site to accommodate everyone. Over time, the BLM has shifted the boundaries of some of the sites and parking spaces, such as the group sites, to accommodate people's desires. Instead of using parking spaces to control carrying capacity, the number of people in each site was established. As displayed in the site table, using this approach allowed more people than the original design considered. BLM's efforts to accommodate increasing visitor use has caused several undesirable effects such as the waiting line, noise, wide spread compacted soils and damaged vegetation.

A waiting line is common in July and August while people hope to gain a first-come, first-served camp site. Many have driven a long way and do not enjoy spending hours waiting in line for a camp site. Others claim they never know in advance when they will have the time off from work and therefore a reservation system is not desirable, as it lessens the number of first-come, first-served sites available for last minute camping trips.

In the past, there was a day use fee charged to people vacating a camp site at 11:00 A.M. but wanting to spend the day at the beach, usually on Sunday. This fee caused campers to linger in the camp sites past the check out time of 11:00 A.M. In an attempt to encourage the exiting campers to pack up and park in the Day Use area to free the camp site for incoming visitors, BLM abolished this fee. This has resulted in an inequity for incoming visitors who have paid to be there, while the departing camper has not paid to park anywhere in the recreation area after eleven o'clock in the morning.

The overflow parking area is too small to properly accommodate some of the larger boat trailers or extra vehicles. Vehicles using the overflow are forced to block other spaces, decreasing the overall number of parking spaces available. BLM staff have tried to accommodate the demand by allowing more vehicles into camping spaces which could accommodate a second or even third vehicle on the pavement.

People park their vehicles outside the recreation site along the county road as well, creating a potential safety hazard. Some enter the park without being "counted" or paying a use fee. It is also recognized that some people arrive by boat to use the beach and facilities. The boaters return to a private residence at night without paying or being counted as a visitor.

The Day Use Area is a first-come, first-served area which is frequently filled to capacity in July and August. Visitors try to get and keep their favorite spots on the beach by "saving"

**2001 Loon Lake Site Table**

	<b>Number of People per Site</b>	<b>Number of People when Full</b>	<b>Number of Vehicles per Site</b>	<b>Number of Vehicles when Full</b>
8 Tent Sites	6	48	1	8
42 Single Sites	6	252	1	42
4 Double Sites	10	40	2	8
6 Group Sites	15	90	4	24
Day Use	average of 4	392	1	98
<b>Totals</b>		<b>822</b>		<b>180</b>



tables and areas, leaving personal belongings on them. This practice occurs in the campground as well. Although not a serious issue, it frustrates those who respect the first-come, first-served rule.

All of the above pressures have added strain to the electric, water and sewer systems as well as the natural resources. Vegetation has been trampled, cut and scarred. Nails are in many of the trees. Soils are so compacted in some areas, no vegetation can grow.

The sewer and water systems have now been replaced and are designed to handle the numbers of people on any given weekend. The natural resources remain stressed and some visitors clearly do not like the waiting line or feeling crowded.

In summary, no one system has worked well in trying to balance the available day use and camp site carrying capacity with the capacity of the facilities and natural resources to withstand this use. Topics which continue to surface regarding carrying capacity are: reservations; expanding the site or build more camp units; and extra vehicle parking. These are discussed next.

### **Reservations**

From a business stand point, going to a full reservation system at LLRA, excluding East Shore, would be the simplest solution. Currently, only six group sites are available through reservations. Visitors' specifically mentioning reservations in the 1999 and 2000 comment cards were split almost evenly, ten for and twelve against, increasing the number of sites in the reservation system. The survey conducted in 1998 indicated many visitors desired a reservation system. Written comments to the summer, 2000 draft plan indicated 66 percent of respondents want more opportunities to reserve a site ahead of time. \*See Appendic B.

A variety of alternatives, combinations and flexibility may help alleviate the problems associated with the waiting line. Reservations could be set up for five, ten, fifty or one hundred percent of the sites. Reservations could be mandatory on week-ends only in July and August, or year round.

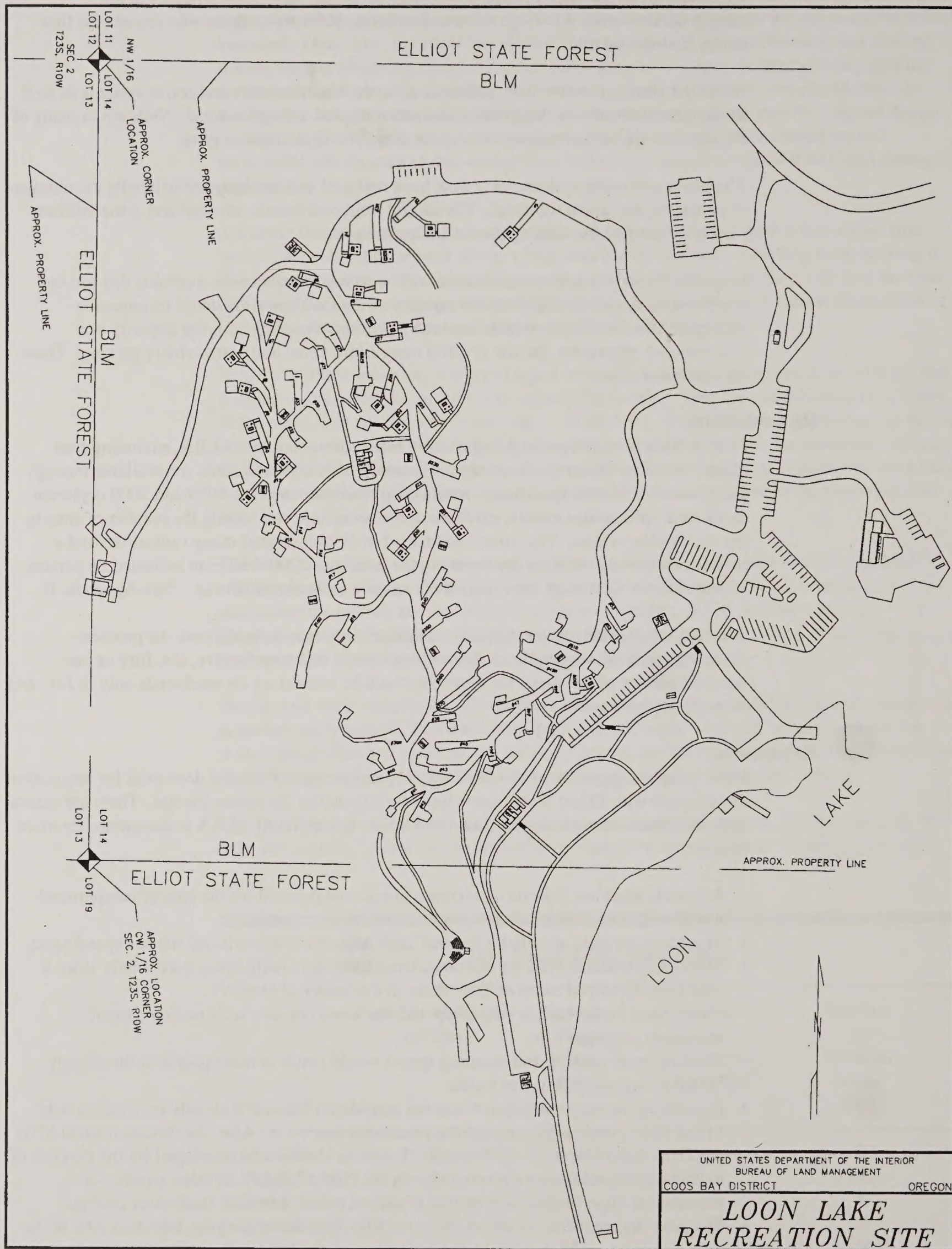
### **Expansion**

Many people suggest BLM should simply expand the site. Potential does exist for acquisition or exchange with Elliott State Forest lands for expanding the recreation site. There are natural and administrative considerations and constraints to expanding LLRA to accommodate more people:

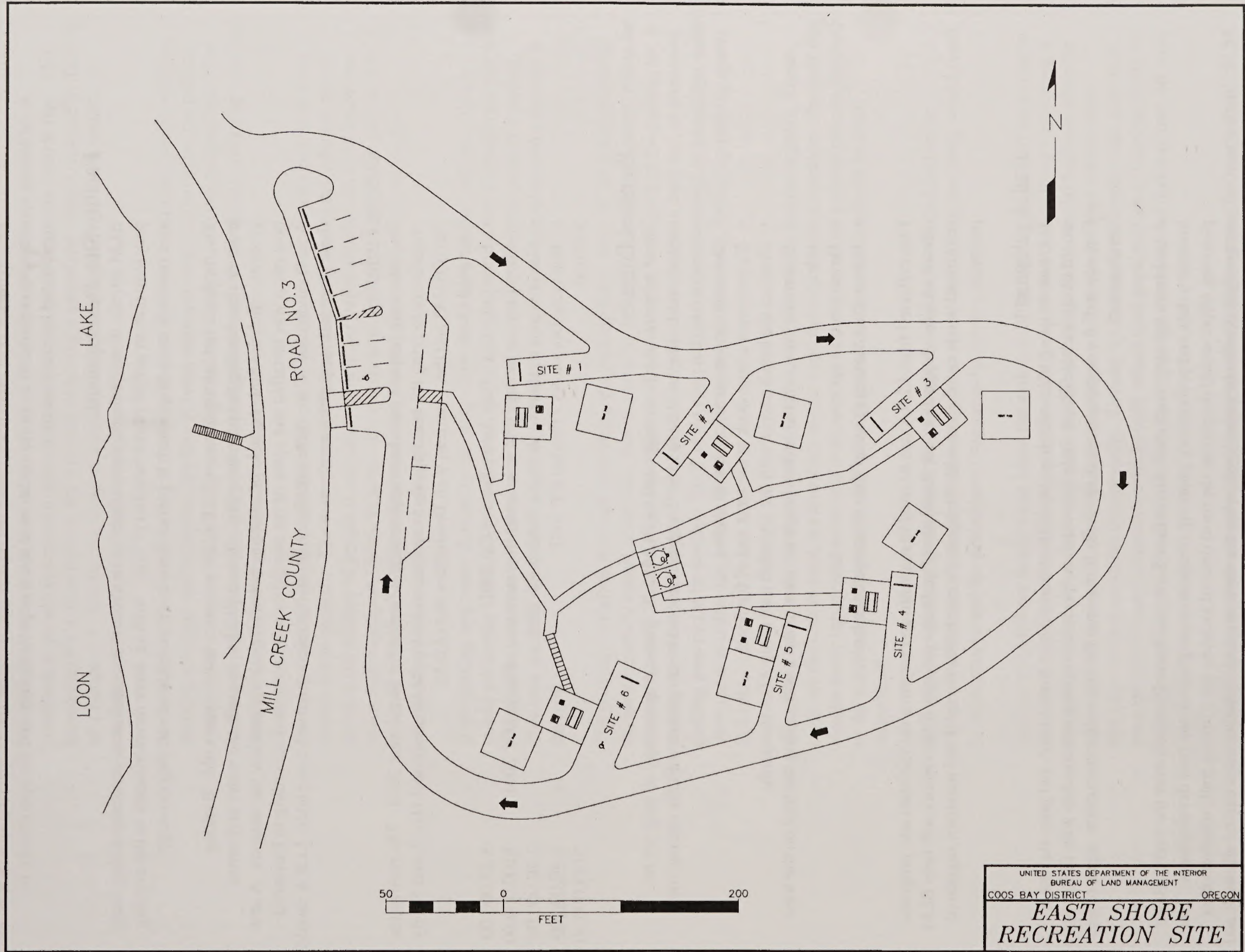
- Research<sup>6</sup> does not indicate an increase in regional demand for the type of campground found at LLRA.
- There are currently no suitable federal lands adjacent to the existing site to expand upon.
- The highly unstable soils are not considered suitable to build upon, particularly since a land slide destroyed much of East Shore in the winter of 1996-97.
- Elliott State Forest land is very steep with the same unstable soils and no current recreation program.
- Creating more parking and camping spaces would result in more people at the already "filled to capacity" Day Use beach.
- Expanding the man-made beach was not considered because it already encroaches onto Elliott State Forest lands through the permanent easement. Also, the Bureau manual 8300 (.06D1a) dated March 30, 1990 states: "Facilities shall not be developed for the purpose of manufacturing recreation opportunities on the Public Lands." In other words, our recreational opportunities will be tied to natural rather than man-made surroundings.
- The peak demand lasts for about ten out of fifty-two weeks per year, less than 20% of the year, and costs are high to build and maintain new facilities.

<sup>6</sup> SCORP 1994-1999 report indicates the greatest need is in urban areas and the "Tourism Strategic and Implementation Plan for Coos County" June, 1996 by International Tourism and Resort Advisors page B-20.











Removing the boat ramp to eliminate the trailers and increase vehicle parking spaces was not seriously considered as an option because it is a popular facility and the opportunity is appreciated by many visitors.

### **Facility/Site Development**

BLM intends to maintain the natural setting in a relatively small area, accommodating many people in a short period (three months) of time. Adding more developments to the existing area results in crowding, which is part of the current problem of carrying capacity.

The facilities and infrastructure at LLRA are now over twenty years old. Backlog maintenance funding the past two years allowed BLM to upgrade the water and sewer systems which are now capable of adjusting between peak use and low use seasons. A new boat ramp was installed and some of the campsites were renovated according to Universal Access guidelines. Once these one-time high-dollar renovations are completed, LLRA should show more self-supporting numbers.

### **Current Projects**

The following projects have been approved and funded for Fiscal Year 2001. The renovation projects are to bring the buildings up to current codes for the Occupational Health and Safety Act (OSHA) and the American with Disabilities Act (ADA).

#### **Estimated Costs**

• Loon Lake Kid's Play Area - Funded FY 2001	\$ 25,000.00
• Shop/Lumber Storage unit near water treatment area - Funded FY 2001	\$100,000.00
• Gas powered equipment storage - Funded FY 2001	\$ 40,000.00
• Renovate Dormitory - Funded FY 2001	+ \$ 40,000.00
Subtotal	\$165,000.00

### **Proposed Projects**

These projects have been suggested by BLM staff. These projects may or may not be implemented. They will have to fit the objectives and be consistent with the management actions in this plan.

- Develop a group picnic area with shelter.
- Re-construct a boat dock at the west end of the beach.
- Connect the beach access with the waterfall trail using ADA standards.
- Determine how to better utilize the picnic sites in the woods, along the trail on the west side.
- Develop a trail system.
- Reconstruct remaining camp sites to current standards.

Fees collected from LLRA can be used to maintain and improve the facilities and programs offered on site. Suggestions for Recreation Fee Demo projects from visitors will help BLM staff blend needs and desires with the agency's capabilities to fund and maintain suggested projects.

### **Trail development**

There are existing trails which go into Elliott State Forest from LLRA and potential trails would likely include Elliott State Forest lands. A close working relationship with Elliott State Forestry staff for development of the lands is required for any trail construction, signs or new development.

A trail from the main recreation site to East Shore has been discussed over the years. Basic inventory data and preliminary planning needs to occur prior to any trail development. The planning effort would determine the most desired location for a hiking trail; whether other areas might need to be considered; what the visitors prefer; whether dogs can be allowed; and if there are wildlife species of concern.



## **Extra vehicles**

This has become an issue in which a variety of alternative solutions are available. A consistent approach is needed to ensure fairness in who has to pay extra vehicle fees. The increase in RV's, boat trailers, RV's towing or having a motorized vehicle attached to their rig, tent campers, 5<sup>th</sup> wheels, etc. suggest a definition of "camping unit" or "extra vehicle" is needed, or define what the visitor is paying for.

Since there is such a wide variety of camping units of all sizes, lengths and towing abilities, defining a camper unit today is complex. A better approach might be to define the parking spaces at the campground and in the parking lots, and firmly stick to the designations. The number of people per site might need adjusting, particularly in the double and group sites, and should be considered if the sites are upgraded.

Currently, some of the sites at LLRA allow up to as many as four vehicles before an extra vehicle fee is charged. The problem with this is related to the size of the vehicles, not to mention the number of people it can carry. Four Volkswagon Beetles can fit in much less space than four Sport Utility Vehicles. No matter how tightly the vehicles are parked, it is common to have a bumper or fender sticking out onto the campground roadway, or encroaching onto an adjacent camping site.

If the parking was better defined by painting a line on the pavement at each site, then it would not matter how many vehicles were there, as long as the number of people per site was not exceeded, and the vehicles could all fit on the pavement, within the painted boundary. However, tracking the number of people per site to avoid crowding and resource damage is difficult.

The boat/jet ski trailers have not been charged a parking fee to date. BLM could choose to define the parking spaces with lines, then if a boat trailer could fit on the pavement, within the lines at the camp site, that would be allowed. If a boat trailer has to park in the parking lot, a parking fee would be charged. The fee could be a once per trip fee, a daily fee, or a seasonal parking pass might be needed. BLM could charge a launch fee per vessel, to encourage water craft users to utilize the private launch at the south end of the lake, freeing up parking spaces in LLRA.

Currently, permit cards for the vehicles are issued when incoming visitors register. These cards are difficult to track because both the card and the vehicles are moveable. The card may also be easily transferred to another vehicle. One option is to utilize parking permits attached to the vehicle, including water craft mooring at the beach, which could not be easily transferred.

Building more parking spaces faces the same concerns and constraints listed in the "Expansion" discussion above. Plus, adding more spaces for parking inevitably would result in more people, and the protection of resources becomes a concern.

Visitors to LLRA are turned away when the park is full. In the past, BLM staff have tried to keep a sign current at the intersection of State Highway 38 and County Road 3 indicating if the park is full or if there are vacancies. Loon Lake Lodge lost potential business when the sign said LLRA was full. It is also very challenging to keep such a sign current when openings become available unexpectedly. Driving up and down the county road more than once per day became common for BLM staff, which took personnel away from the booth or other duties during busiest times. Efforts to keep a sign current at the highway turn-off were dropped a few years ago.

Another idea is to further explore designating an off-site parking area for boat trailers. BLM needs to determine if boat owners are interested and would use off-site trailer parking.





Loon Lake Camp Site Improvement Project 1999

## 4.2 Visitor Health and Safety

### Water Quality - No Actions Required

The drinking water at Loon Lake is tested regularly. BLM staff are currently in training to be certified water systems operators. The lake water is tested by Douglas County officials. There are no known water quality concerns at Loon Lake at this time. No Management Actions are needed.

### Emergency Services

Visitor health and safety is always the BLM's number one concern at BLM recreation sites. LLRA utilizes the Douglas County emergency 911 system. Scottsburg Fire and Rescue can respond to an emergency at the park in approximately 30 minutes. BLM provides training in first response procedures, including First Aid/CPR, for all field employees at the recreation site. Visitor education, increased parental responsibility and on-site reminders help reduce accidents.

### Fire Safety

BLM takes precautions to prevent and respond quickly to wild fire. All recreation site employees receive basic fire safety and initial response training. A water pumper truck is on-site all summer, with personnel trained to use it. Fire extinguishers are strategically placed in the recreation area. Fires are allowed in the grills and fire rings only. If fire danger becomes extreme, no campfires are allowed. The staff abide by the county fire protection district and BLM's Fire Management Officer's (FMO) recommendations.

Fuels reduction is considered a standard safety practice at developed recreation sites for visitor health and safety. Currently, BLM and Elliott State Forest staff are considering the



value of creating a fuels break around the campground. This type of vegetation manipulation is often not noticed by a visitor, yet can be an effective tool to keep fire from spreading.

### **Creek Safety**

Swift water with boulders and hidden crevices in the creek draining Loon Lake has resulted in two rescues in the past three years. Individuals playing in the creek got their leg trapped under rocks in strong currents. BLM staff, visitors, and others who assisted in both these incidents were all at risk of injury while attempting the swift water rescues. BLM staff removed the boulder where both individuals got stuck and posted warning signs above and below the known entry points into the creek.

### **Safety for Kids at Play**

Many families bring along bicycles, skateboards, scooters and other wheeled devices to enjoy while at LLRA. The steep, curving, paved roads and trails within the campground provide a challenging and fun opportunity for riding. Speed for both cars and bikes are a concern, particularly when they share the narrow roadway.

BLM staff routinely monitor the condition of the pavement in the campground, and review actions to prevent accidental death, injury or property damage in the park.

### **Pets**

Complaints have increased about unattended, barking dogs, mean dogs, dog feces throughout the park and inconsiderate dog owners. Pets left unattended because they are not allowed on the beach often bark, cry, whine, and some exhibit threatening behavior to passers-by. Trees in the park have become permanently scarred from years of tethering animals to the tree with ropes and chains. This often makes the trees more susceptible to disease.

Current, enforceable regulations pertaining to dogs are found in Title 43 of the US Code of Federal Regulations, 43 CFR Ch. II. These regulations are found in the 8365 sections and include public health, safety, comfort and sanitation. See Appendix.

### **County Road Safety**

Concerns about safety have been expressed about visitors parking outside the main entrance to Loon Lake, as well as visitors, especially children, crossing the county road to access the Day Use site at East Shore. Both areas of concern are within a Douglas County road right-of-way, so any action BLM might consider would need to be in cooperation with Douglas County Road Department.

### **Parking**

It was reported in summer 2000 that nearly 40 vehicles were parked along the county road one day. People park on the narrow shoulder and walk into the park because parking space is not available or to avoid paying extra vehicle fees or use fees. The steep slopes, narrow shoulders, logging and other truck traffic as well as increased general traffic in summer create hazards for those parking along and those driving on the road. Suggestions have included placing large boulders on the shoulder of the road, erecting "No Parking" signs, which raise the question of enforcement, and building more parking spaces.

### **Pedestrians**

Nearly 3,000 people visited East Shore in Fiscal Year 2000. A popular Day Use site is located across and below the road along the lakeshore. Visitors must cross the county road on foot to get to the site. BLM recently built a staircase to provide stable access down the steep slope to the tables. Both pedestrians crossing and vehicle speeds in this stretch of road are of concern. BLM recently worked with Douglas County Road Department and there are now signs warning of a congested area and suggesting 25 miles per hour speed.



## 4.3 Visitor Services

### Staffing requirements

Customer service at LLRA is directly related to the number of staff available on site. Staffing levels have fluctuated over the years from a low of six in the late 1970s to a high of 17 in 1985, which included volunteers. Duties and responsibilities fluctuate with the varying number of staff and many staffing options are available. The key is to decide and remain consistent with the level of customer service BLM will offer at LLRA.

Several alcohol related fatalities and complaints from campers in the mid 1980s prompted BLM to increase staff levels on site in summer. Daily restroom maintenance was contracted out which freed limited staff for other duties. A Law Enforcement Officer was contracted to work and live on-site. LLRA staff and volunteers became more visible in the park, resulting in fewer serious incidents and fewer complaints. The past few years there has been a Crew Leader on site in addition to the Site Manager. Efforts are underway to establish a consistent number of temporary, permanent and volunteer positions for LLRA.

Amenities visitors are accustomed to include hand delivered fire wood, children's day time and family evening programs and detailed maintenance such as clean fire rings upon arrival. Fewer staff means fewer amenities for the visitors. Most comments from visitors indicate they enjoy a high level of service. BLM has provided the current level of services with eleven people, including paid staff and volunteers, during peak season. BLM has utilized volunteers and hosted workers intensely in late spring, to help prepare the park for opening day. Many Girl Scouts and Boy Scouts have earned badges for community service projects at LLRA.

BLM provides firewood because by doing so there is a reduction in the amount of tree damage incurred when campers try to obtain burnable materials from standing trees, including ripping off the bark and cutting green limbs. Providing firewood reduces the amount of "down woody debris" removed from the surrounding forest floor. Providing firewood helps reduce the fire danger by providing short pieces of wood that fits into the fire ring.

Since 1998 the Recreation Fee Demo project has allowed BLM to provide more environmental education programs, firewood for sale, a visible presence through seasonal and volunteer staff and an on-site Law Enforcement Officer. As the type and amount of service increases, so do visitors' expectations of having these services each year. Services at LLRA may be reduced if the Recreation Fee Demo Program is abolished.

### Concessions

The issue of concessions has crept into dialogue about LLRA persistently over the years. The two types of concessions addressed here are the small, individual, commercial activities on-site and the larger issue of leasing the entire recreation area to a concessionaire.

#### Individual Concessions

Public input from 1990 - 1998 showed infrequent requests for individual commercial activities such as the sale of ice or water craft rentals. Incoming requests for permits to sell coffee, novelty items or food at the lake have been discouraged because they are available nearby at Loon Lake Lodge. Incoming requests will continue to be evaluated through the Bureau's standard Special Recreation or Land Use Permit Process, whichever is applicable.

#### Concession Lease of the Park

Legislation has authorized the Bureau to lease a developed site such as Loon Lake Recreation Area under 43 CFR 2920 - the Land Use Laws for leases and permits. The Land and Water Conservation Fund Act provides authorization for collecting fees. BLM 8390 Manual, Recreation Concession Leases and Vendor Permits states:



“Recreation concession leases shall be implemented where strong public demand for products or services can be documented and not for speculative purposes.”

Michael Wilson, BLM Havasu, Arizona wrote a brief paper called “Suggested guidance for site evaluation/selection” for concessionaires. He states the facility being considered for lease needs to be near a prime destination point. Campgrounds should have full hook-ups and at a minimum, have 100 days where at least 50 sites are occupied.

- LLRA does not have RV hook-ups and only reaches 50 occupied sites consistently during the weekends in the summer only.
- Expansion and/or full hook-ups are unlikely in the foreseeable future at LLRA.
- Douglas County Master Plan, page 9-5, under the heading Camping, refers to the Statewide Comprehensive Outdoor Recreation Plan which indicated Douglas County would have a surplus of campsites of 1,134 in 1990, and that “The private sector is encouraged to continue to play a major role in providing facilities for camping, most particularly for overnight sites with full service hookups.”
- Campgrounds are concentrated along the coast, where, according to Coos County Tourism Plan: “Oregonians and visitors from out-of-state will continue to be drawn to coastal locations, which are some of the most consistent of all visitor attractions; these locations should receive the highest priorities for development that targets visitors.”
- A concession lease is guided by the BLM’s 2920 regulations, and the fees generated would be returned to the federal treasury. With the Recreation Fee Demonstration Project in place at LLRA, visitor use fees can be kept for use on site, providing little incentive for BLM to lease the site. BLM has received no application (no demand) for a concession lease.
- The public’s comments over the past ten years indicate satisfaction with the facilities.

## 4.4 Administrative

### Enforcement of Rules and Regulations

Perceived inconsistent interpretation and enforcement of laws and regulations was the fourth highest complaint on the comment cards. Three main issues regarding law enforcement which cause confusion are: jurisdiction; clear understanding among staff about regulations; and availability of officers.

Jurisdiction at LLRA is federal, state and county. Developed recreation sites on federal lands are regulated by the Code of Federal Regulations, listed in the Appendix. BLM also has the authority to write Supplementary Rules to address issues not covered in the CFR’s, such as site specific policies on alcohol, pets, camping limits, etc. If a problem persists after administrative efforts to address it fail, a Supplementary Rule may be useful, as it makes the rule enforceable and provides penalties.

Oregon State laws and administrative rules apply in addition to the CFR’s, such as laws governing the use of alcohol, boating, drivers’ licenses, fishing and hunting licenses, etc. County regulations apply as well. Douglas County enforces a leash law for pets, for instance, and regulates speed limits on County Road 3. Many of the state and county regulations are similar to the federal CFR’s. A County Sheriff Law Enforcement Officer is authorized to enforce county and state laws, but not the federal CFR’s. The County Law Enforcement Officer is an important component at Loon Lake since many incidents occur which are not covered under the CFR’s, such as person-to-person crimes including theft, assaults, domestic disturbances, etc.

LLRA is the number one Patrol Emphasis Area in the Coos Bay District Law Enforcement Plan of 1999. Currently BLM contracts with the Douglas County Sheriff’s Office through a Law Enforcement Agreement to provide a resident deputy during the four month summer



season. Most infractions occurring at LLRA are covered by state and county laws as well as federal regulations.

BLM does not have enforcement authority on the waters of Loon Lake. Water enforcement is under the jurisdiction of the Oregon State Marine Board and is contracted to the Douglas County Sheriff's Office, who maintain a marine patrol.

Staff interpretation and application of regulations and enforcement has varied by person and year to year, despite training each year. Confusion occurs partly due to annually changing staff and Law Enforcement Officers, and partly due to the complexity of jurisdiction as explained above.

Availability of officers is a challenge to BLM for LLRA. BLM contracts for the County Deputy, but neither BLM nor the county can provide seven day, twenty-four hour coverage. BLM has two Law Enforcement Officers, covering over three hundred thousand acres. They cannot be committed to one site for extended periods, but are used to supplement the Sheriff's deputy. BLM has contracted other BLM Law Enforcement Officers for detail at LLRA, but it is more efficient for BLM to contract locally whenever possible.

One challenge for any Law Enforcement Officer is what to do with a boisterous, defiant group. If it is obvious the people are drinking alcohol, no one wants them on the roads. There is no jail at LLRA, and Sheriff's Officers may or may not be available to assist. People have complained in the past about a noisy night, and received a free pass to camp in the future.

### **Private docks on public lands**

Two floating docks are attached to public lands, reportedly located in Township 23 South, Range 10 West, Section 1, Lot 18, Willamette Meridian. They have been used for about thirty years. The docks were not built nor authorized by the Bureau, are outside the BLM's developed sites and do not appear to comply with safety standards. Currently, the unauthorized docks are in trespass. Cabin owners have expressed an interest in keeping the docks. The question of liability and equal public access has been raised along with how the docks would be upgraded and maintained. Who, what, when, where, why and how must be answered in the management action.

### **Special Area Permits**

The Bureau has Standard Operating Procedures for issuing Recreation Use Permits (user fees), Special Recreation Permits (SRP) and Land Use Permits (LUP), guided by the Code of Federal Regulations (CFR) and BLM Policy. Commercial, competitive, or large events such as reserving the site for a wedding, can be permitted through standard BLM policy and procedure.

### **Metal detectors**

The CFR's prohibit the use of metal detectors in developed recreation areas unless authorized. Due to the number of requests for off-season metal detector use at LLRA, Coos Bay BLM staff created a permit application/authorization form to use metal detectors in developed recreation areas. Off-season metal detecting at LLRA is permitted through this free authorization which includes stipulations regarding surface disturbance. The District's authorization form has worked well and can be used for any site. No serious problems or concerns have surfaced.

### **Cabin Owners Use of BLM Boat Launch**

BLM records indicate the Oregon State Game Commission received a Special Land Use Permit (SLUP) OR 06214 in 1958 and constructed a gravel boat launch and parking area at Loon Lake. The SLUP was terminated in 1962 and responsibility for the ramp was transferred to the BLM.



The BLM reconstructed the boat launch and docks with Bureau funds in 1978, during Phase II of the major reconstruction and made improvements again in 1999. The boat launch and docks are federal property and fees may be charged to use them. The current launch fee is \$3.00 for day use visitors, who park their trailer outside the park. Registered campers are not charged extra to use the launch.

Associated with the boat launch is the issue of private cabin owners having year round access to the boat launch to get to their cabins. Fish Haven does offer access to the lake year round and BLM does not want to compete with private business. The cabin owners purchased property with water access only and it is not the federal government's responsibility to provide access to private lands across state waters. The Bureau may, however, work out an acceptable procedure which would allow access to the boat launch when the park is open. Currently, an annual \$25.00 permit may be purchased for week-day use of the boat ramp while the park is open.

Because parking is at a premium from late June to early September, the Bureau cannot accommodate free parking or boat launching to cabin owners while charging others a user fee. It has been reported some cabin owners pay a launch fee only and park outside the park, then enter the park via the beach on their boats, and use facilities including showers and garbage disposal without paying the user fee.

The campground is closed in winter due to tree hazards such as falling limbs during storms. The restrooms are closed to prevent frozen pipes. There is a ramp available on the south end of the lake.

### **Visitor Use Data and Record Keeping**

The number of people coming into a developed recreation site is key information in making decisions about management, operations, and improvements at the site. Counting the number of people entering the site has been challenging for several reasons, including new and evolving technology used to record the data and the confusion which occurs when there is a waiting line on site.

Visitor use data and fees collected are recorded in separate Bureau tracking systems which makes it difficult to separate the information out. BLM utilizes a traffic counter, registration fee envelopes, a computerized cash register and staff at the registration booth to keep track of the number of visitors. During very busy periods when a line of people are waiting to register, the accuracy of visitor counts decreases. The traffic counter registers each vehicle, including a vehicle returning from activities outside the park, which can result in double and triple counts.

### **Vegetation Management**

A desire to meet BLM Recreation and District efforts to retain the natural forest setting at LLRA and elsewhere can be a challenge at the park due to the impacts of people on plants within the park. Long range vegetation management in developed recreation sites can help reduce soil compaction, channel foot traffic, increase understory vegetation and viewing opportunities. A Vegetation Management Plan will address annual landscape maintenance, utilize native species and eliminate or reduce invasive species. It can help BLM staff maintain, over time, the desired conditions of a mature forest. One key element for a successful vegetation strategy in a forest setting is to always use naturally occurring, native vegetation.

Changes to the natural setting will occur due to the laminated root rot. This disease causes a tree to weaken and fall. Due to the dangerous potential of injury, death and property damage, the BLM monitors the trees in the LLRA closely. BLM specialists work with forest pathologists to determine which trees are infected. The current procedure is to remove



diseased trees in an attempt to keep the disease from spreading. Many trees have been removed over the past ten years in an effort to stop the spread of laminated root rot.

The forested setting is retained as much as possible as the diseased trees are removed. Openings resulting from the removal of trees has allowed in more sunlight, visibly changing the environment. Planting of new trees occurs each year. The faster growing hardwoods such as Big leaf maple and Myrtlewood, help establish shade in the openings relatively quickly. Conifers planted which resist the root rot and develop well under the shade are Western red cedar and Western hemlock.

### **Non-native/Invasive Species**

There is a recognized invasion of Brazilian water weed (*Elodea densa*) all around the shores of Loon Lake. Herbicide use in water can kill fish and non-targeted plants and animals. Herbicide use must be approved by the state, and so far, there is not a chemical available that is acceptable to use in water. Mechanical removal occurs annually around the beach. A cooperative effort with University of Oregon's Department of Agriculture, Department of Environmental Quality and the Oregon Department of Fish and Wildlife is required for BLM to deal with removal of aquatic plants anywhere in Loon Lake. Annual mechanical removal continues to be used at LLRA around the beach and boat launch areas.

Several invasive species in the region such as tansy ragwort, thistle, and scotch broom are being actively pursued through the Bureau's Invasive Weed Program.

### **Motorized Water Craft**

The waters of Loon Lake are under the jurisdiction of the State of Oregon. Motorized water craft use is under the jurisdiction of the Oregon State Marine Board, with enforcement contracted to the Douglas County Sheriff's Office. BLM's jurisdiction is on the public lands in the LLRA.



Loon Lake 1962



Complaints about high speeds and the noise produced by motorized water craft prompted BLM to request assistance in 1995. The Oregon State Marine Board conducted an assessment and issued a report suggesting strategies they could implement with BLM's assistance. The Marine Board implemented a number of the strategies:

- Established a mandatory counter-clockwise boating direction on the entire lake at speeds greater than 10 miles per hour (mph).
- Enlarged the 5 mph slow-no-wake zone in the BLM cove at the north end of the lake.
- Created a 5 mph slow-no-wake zone at the southern end of the lake from 6 p.m. to 10 a.m. to accommodate quiet-water angling.

The BLM constructed a new boat ramp in Fiscal Year 2000, and a state qualified person tests the noise levels at Loon Lake periodically through the summer. If noise levels exceed the state limits, the state has the responsibility to reduce the levels.



## Part 5. Management Actions

The following actions may differ from the draft plan due to comments BLM received from the visitors. Visitor comments, staff input, supervisors' and management guidance were used for the final decisions. It is important to remember adjustments are to be expected, as the results of the reservations system are unknown at this time. For example, the extra vehicle issue may not be a big issue once reservations are more available, and more user friendly. We may or may not need to paint lines on the pavement. The details of a reservations policy will be worked out with a reservations contractor.

### 5.1 Carrying Capacity of Resources versus Visitor Demand

- Action 1.** Expand the reservation system in 2003 to 66 percent, for a total of 40 sites, from Memorial Day through Labor Day.
- Action 2.** Monitor and document the results of the reservation system use for one year in regards to visitor satisfaction, visitor use of the system and staffing needs. Make adjustments as appropriate.
- Action 3.** Continue to turn visitors away when the site is full.
- Action 4.** Utilize a sign at the intersection of State Highway 38 and County Road 3 to indicate if the campground is full. State that Loon Lake Lodge and Fish Haven is open. Set a routine time to change the sign if needed, such as 5:00 P.M. on Friday and Saturday only.
- Action 5.** Re-instate the Day Use fee after 11:00 A.M. for campers vacating the campground and ensure they move their vehicle to the Day Use parking area.
- Action 6.** The Day Use will remain a first-come first-served area. A policy addressing personal belongings left in the Day Use Area or Campground to "save a spot" would be written and the visitors informed. Personal belongings left unattended for an extended period (to be defined in the written policy) may be subject to removal and a fee may be required to retrieve the belongings at the booth the following day.
- Action 7.** Establish reduced fees for the off-season including week days, particularly for the months of April, May, and mid-September through the end of October. LLRA will remain closed in winter due to tree hazards. Market the area to spread the use to the off-season. The annual fee schedule analysis would address any changes.
- Action 8.** Identify projects on-site which were accomplished with Recreation Fee-Demo funds and provide an opportunity for the visitors to suggest future projects, as required by the Recreation Fee-Demo Program.
- Action 9.** Annually compile and keep records of visitor comments. Incorporate visitor suggestions, staff discussions, new technologies and materials into new projects. New projects will consider ROS, VRM, visitor use data and current health and safety issues as well as comply with ADA, NEPA, other plans, etc.
- Action 10.** Revisit the number of people allowed per site if sites get reconstructed. Consider incorporating group sites into a design.



- Action 11.** Develop a trail information guide specific to Loon Lake.
- Action 12.** Coordinate with and credit Elliott State Forest regarding trails and signs on state forest lands. Establish on-the-ground markers to clearly identify our mutual boundaries.
- Action 13.** Work with the Coos Regional Trails Partnership to determine the potential for a trail system in the Loon Lake region.
- Action 14.** Continue to utilize a physical, visible and valid permit for vehicles and water craft in LLRA. A vehicle must display the valid permit to stay in the park.
- Action 15.** Charge extra vehicle fees as follows: An extra vehicle is defined as any licensed, motorized vehicle exceeding one per site, except where authorized. Currently the authorized exceptions are the group and double sites. The fee structure may be adjusted in the future. It is evaluated and set annually according to specified BLM procedures. Fees would be included in the planning process for upgrading the rest of the sites in the campground.
- Action 16.** Determine the feasibility of extending certain parking spots to accommodate jet ski trailers without increasing the number of parking spaces or people. Consider moving the basketball hoop.
- Action 17.** Seek customer input on the viability of a trailer parking area outside the park, within walking distance.
- Action 18.** Paint lines on the pavement at each site to indicate the maximum space the vehicles must fit into.

## **5.2 Visitor Health and Safety**

- Action 19.** Continue present emergency services and procedures. Include safety information in all materials and programs prepared for visitors.
- Action 20.** Continue present procedures for fire response and follow recommendations of the BLM's FMO for fuels reduction.
- Action 21.** Provide appropriate level training for LLRA staff on swift water rescue techniques, how to minimize the dangers, and who to call for help.
- Action 22.** Maintain the warning signs installed near the common access points to the creek.
- Action 23.** Include a safety message regarding the dangers of exploring the creek in the information and interpretive programs given to visitors.
- Action 24.** Provide written and verbal safety reminders to adults and children with bicycles, skateboards, scooters and other devices as well as motorists, regarding speed on the pavement. If any accidents occur related to this, install speed bumps or other devices to slow the activity.
- Action 25.** Develop a simple yet comprehensive pet policy which designates where pets are allowed and include "dogs must not be left unattended at any time" in the policy.



- Action 26.** Inform visitors, staff and Law Enforcement Officers of the pet regulations and post applicable sections of the CFR. Remind incoming visitors with pets they are responsible for the pets and encourage compliance of picking up feces by placing "doggie bag" dispensers throughout the park.
- Action 27.** Noisy or aggressive dogs and dogs chained to trees will be noted and the pet owners will be asked to leave the park with their pet.
- Action 28.** Continue to monitor and document any problems associated with recreationists on the road and work with appropriate county officials to find solutions.

## 5.3 Visitor Services

- Action 29.** Clearly define duties and responsibilities for all staff and volunteers at LLRA.
- Action 30.** Document suggestions from staff which are utilized to improve efficiency.
- Action 31.** Continue to provide firewood for sale to visitors.
- Action 32.** Continue to provide environmental education programs. Evaluate and modify the educational programs to increase visitors' knowledge and appreciation of the region's natural resources, as demonstrated by their behavior.
- Action 33.** Continue to provide law enforcement on site.
- Action 34.** Evaluate current workloads and identify the most efficient levels of service BLM staff can offer to visitors.
- Action 35.** If a feasible proposal is submitted to lease the entire facility, the proposal can be analyzed using standard procedures in the Land Use and Realty program.

## 5.4 Administrative

- Action 36.** Post Title 43 of the U. S. Code of Federal Regulations (CFR's), Sections 8365.1-7 through 8360.0-7, on site in a conspicuous location, as required in the regulation.
- Action 37.** Provide clear direction annually to the Site Manager, staff and Law Enforcement Officer to ensure consistent understanding and enforcement of the rules and regulations.
- Action 38.** Keep at least one current copy of the Code of Federal Regulations on-site, with marked reference to the Developed Recreation Sites sections.
- Action 39.** Eliminate free camping passes or other free items due to another visitor's poor behavior. Document the number of times per season this is a problem and work with the Law Enforcement Officer on improvements.
- Action 40.** Annually review the Law Enforcement agreement with Douglas County and make necessary changes.
- Action 41.** Confirm the privately built docks are on BLM land. Resolve the trespass by meeting with interested parties to find a solution which may include a Special Recreation Permit, a Land Use Permit, or dock removal.



- Action 42.** Continue Standard Operating Procedures regarding Special Use Permits.
- Action 43.** Continue use of the BLM Coos Bay District's form OR 120-8300-1, giving permission to use a metal detector in recreation areas, with Area Manager's signature. Keep an annual record of the number and location of permit authorizations, and determine how long these records need to be kept.
- Action 44.** Continue to provide annual week day and daily boat launch opportunities.
- Action 45.** Follow-up on current efforts to utilize the Bureau's integrated Management Information Systems to better track data items collected, such as how many boats are launched each month, to provide fiscal and planning analysis data.
- Action 46.** Determine the best method to consistently obtain the most accurate visitor numbers and use it.
- Action 47.** Activate the traffic counter during the "off season" only and remove it when the booth is operating to reduce the amount of vehicles counted two and three times.
- Action 48.** Develop a short term and long term Vegetation Management Strategy for the campground and day use area using naturally occurring native vegetation and low maintenance concepts. Designate a staff member or the site manager as coordinator for all planting and vegetation removal.
- Action 49.** Explore potential funding and cooperative efforts with BLM weed specialist and state agencies to target the removal of aquatic weeds, particularly around the swimming area and boat launch.
- Action 50.** Educate both staff and visitors including boaters, about how to reduce the spread of invasive species. Evaluate installing a hose at the boat dock for boaters' use.
- Action 51.** Encourage increased visitation by Douglas County Marine Patrol.
- Action 52.** Utilize groups such as the Power Squadron and U.S. Coast Guard to provide educational materials and to conduct boating safety programs on site.
- Action 53.** Encourage visitors to relay their concerns to the appropriate agency by providing the agency name and address to the concerned visitor. Clarify agency responsibilities and jurisdictions annually for BLM staff.



## Part 6. Implementation Costs

The management actions in this document are more of an administrative checklist intended to begin in Fiscal Year 2002, as funding and staff allow. The BLM Coos Bay District is currently trying to integrate and track the budget in new ways compatible with the numerous existing reporting programs.

A business plan is currently being developed for LLRA which should provide a good tool to track and compare expenditures and income.

The project code assigned to LLRA for FY 2000 -2001 is still being compiled and evaluated. The recent projects at LLRA are considered necessary replacement costs, such as the sewer upgrade. These are capital improvements and not annual expenses, however, all contract and construction costs should be included in costs analysis annually. Once a reasonable tracking method is established along with a consistent number of staff assigned to the site, annual costs to operate Loon Lake Recreation Area can easily be compared to the income the site generates.

### Time Line

The administrative nature of the management actions in this document allow for implementation anytime. There are no increased staffing requirements, costly materials or equipment needed for the actions. Educational materials suggested may be obtained from agencies such as the United States Coast Guard, the local Power Squadron and staff from appropriate agencies, willing to give a program at LLRA. New materials needed for environmental education will be integrated into the annual budget requests. Actions will be incorporated into duties assigned to LLRA staff. Reservations systems will be explored to improve service. Target date for implementing the reservations is in 2003.

### National Environmental Policy Act (NEPA) Compliance

The management actions in this plan are administrative actions. None of the actions proposed will cause surface disturbance or controversy. Future projects such as the proposed off-site parking area or new trails will require NEPA documentation. Since there are no surface disturbing activities or major controversial issues associated with this management plan, a NEPA document is not required.

The Umpqua Field Office of the BLM, Coos Bay District, thanks the many visitors who took the time to write, fill out the comment cards, and/or attend the scoping meetings.

#### **BLM Staff appreciated for their input and/or assistance with this plan:**

George Caswell - Maintenance  
Jeff Christenson - Seasonal On-Site Staff  
Dave Cooper - Former District Program Lead  
Pat Dolan - Maintenance  
Bob Golden - Site Manager  
Dennis Graham - Civil Engineering Technician, (retired)  
Mike Hamel - BLM State Office Visual Information Specialist  
Cliff McClelland - BLM State Office Printing Specialist

Alan Ward - GIS/Natural Resource Specialist  
B. Ray Vaught - Forest Technician/Computer Assistance  
Alan Hoffmeister - Public Affairs Specialist  
Larry Johnston - Recreation Staff/Computer Assistance  
John Harper - Recreation Staff  
Elaine Raper - Area Manager  
Angella Rinehold - Civil Engineer  
Nancy Zepf - Outdoor Recreation Planner  
Sue Richardson, BLM District Manager



## Title 43 of the U.S. Code of Federal Regulations

### 8365.1-7 State and Local laws

Except as otherwise provided by Federal law or regulation, State and local laws and ordinances shall apply and be enforced by the appropriate State and local authorities. This includes, but is not limited to, State and local laws and ordinances governing:

- (a) Operation and use of motor vehicles, aircraft and boats;
- (b) Hunting and fishing;
- (c) Use of firearms or other weapons;
- (d) Injury to persons, or destruction or damage to property;
- (e) Air and water pollution;
- (f) Littering;
- (g) Sanitation;
- (h) Use of fire;
- (i) Pets;
- (j) Forest products; and
- (k) Caves.

### 8365.2 Developed recreation sites and areas.

The rules governing conduct and use of a developed recreation site or area shall be posted at a conspicuous location near the entrance to the site or area.

#### 8365.2-1 Sanitation

On developed recreation sites and areas, no person shall, unless otherwise authorized:

- (a) Clean fish, game, other food, clothing or household articles at any outdoor hydrant, pump, faucet or fountain, or restroom water faucet;
- (b) Deposit human waste except in toilet or sewage facilities provided for that purpose; or
- (c) Bring an animal into such an area unless the animal is on a leash not longer than 6 feet and secured to a fixed object or under control of a person, or is otherwise physically restricted at all times.

#### 8365.2-2 Audio devices.

On developed recreation sites or areas, unless otherwise authorized, no person shall:

- (a) Operate or use any audio device such as a radio, television, musical instrument, or other noise producing device or motorized equipment in a manner that makes unreasonable noise that disturbs other visitors;
- (b) Operate or use a public address system;
- (c) Construct, erect or use an antenna or aerial for radiotelephone, radio or television equipment, other than on a vehicle or as an integral part of such equipment.

#### 8365.2-3 Occupancy and use.

In developed camping and picnicking areas, no person shall, unless otherwise authorized:

- (a) Fail to pay any fees imposed in accordance with 36 CFR part 71.
- (b) Pitch any tent, park any trailer, erect any shelter or place any other camping equipment in any area other than the place designed for it within a designated campsite;
- (c) Leave personal property unattended for more than 24 hours in a day use area, or 72 hours in other areas. Personal property left unattended beyond such time limit is subject to disposition under the Federal Property and Administration Services Act of 1949, as amended (40 U.S.C. 484(m));
- (d) Build any fire except in a stove, grill, fireplace or ring provided for such purpose;
- (e) Enter or remain in campgrounds closed during established night periods except as an occupant or while visiting persons occupying the campgrounds for camping purposes;
- (f) Enter or use a site or a portion of a site closed to public use; or
- (g) Occupy a site with more people than permitted within the developed campsite. Limits on the number of



occupants permitted at any site shall be clearly posted near the entrance of the developed campsite or facility in such a manner as to bring it to the reasonable attention of the user.

(h) Move any table, stove, barrier, litter receptacle or other campground equipment.

#### **8365.2-4 Vehicles.**

Unless otherwise authorized, no motor vehicle shall be driven within developed recreation sites or areas except on roads or places provided for this purpose.

#### **8365.2-5 Public health, safety and comfort.**

On developed recreation sites and areas, unless otherwise authorized, no person shall:

- (a) Discharge or use firearms, other weapons, or fireworks; or
- (b) Bring an animal, except a Seeing Eye or Hearing Ear dog, to a swimming area.

#### **8360.0-7 Penalties.**

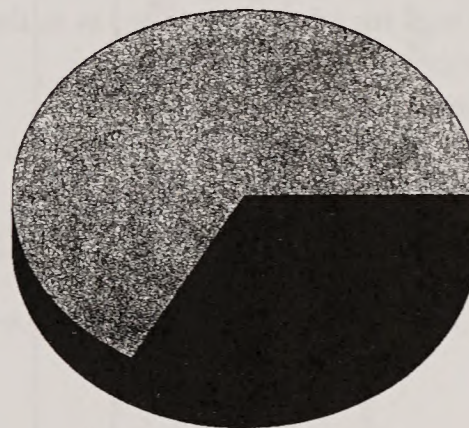
Violations of any regulations in this part by a member of the public, except for the provisions of 8365.1-7, are punishable by a fine not to exceed \$1,000.00 and/or imprisonment not to exceed 12 months. Violations of supplementary rules authorized by 8365.1-6 are punishable in the same manner.





## Summary of Public Comments Received regarding the Draft Loon Lake Recreation Area Management Plan

- There were seventy-three individual comments received.
- The reservations issue was addressed in seventy-one percent of the comments.
- Eight of the fifteen individual comments opposed to reservations were mis-informed about the price of a reserved single site, and protested the incorrect cost. Reservation prices have not been established except for group sites.
- Four groups submitted comments. Three groups were in favor of increasing the reservation system; one group was opposed to increasing the reservation system and submitted a petition.
- Two comments suggested a specific percentage (20% and 25%) of sites to include in reservations, which was not considered in the draft text.

### Reservations



-  Increase Reservation System 67%
-  Do Not Increase Reservation System 33%

The top five comments other than reservations were:

1. Increase the trails (7)
2. Increase the season of use (all-year day-use) (7)
3. Decrease the number of and noise from motorized boats (6)
4. Upgrade the rest of the sites (6)
5. Need a pet policy (6)

Other comments :

- Excessively loud music is most annoying (4)
- Add a boat camping area (3)
- Yes to pet policy (3)
- Do not re-instate day-use fee for campers checking out (2)
- Continue to provide firewood for sale (2)
- Add yurts (2)



## *Coos Bay District Office*

Single comments included:

- Add group sites
- Continue Environmental Education
- Add RV hook-ups
- Allow fewer people in, less crowding
- Add loading dock at boat ramp
- Provide parking for vehicles with trailers
- Allow a food vendor in
- Would not use off-site trailer parking
- Do not decrease single sites in favor of group sites
- Do not allow pets
- Continue Law Enforcement on site
- Speed bumps would be OK if needed
- Non-transferable permit would be OK if necessary
- Do not lease the park to concessions
- Allow docks to be used and work with the users of docks (trespass docks)
- Supports increased marine patrol
- Wants soap in the restrooms
- Fix the sprinkler system
- Improve the information board at self pay fee station
- Add private showers
- Make showers coin operated
- Improve locks in restrooms
- Utilize a tree stump to show growth rings for educational use, as in the past.
- Utilize carrying capacity measures prior to expanding
- Encourage development at Loon Lake Lodge

Remember, one person may have more than one topic addressed in their comment.

Comments to BLM came in the form of hand written letters, electronic e-mail, and comment cards passed out during the summer.



BLM's Response to Comments	
Comment	Response
<b>A. Carrying Capacity/Facility Development</b>	
Increase the amount of trails	BLM does not have jurisdiction of the lands around the lake, or the lands surrounding the campground. BLM intends to work with Elliott State Forest staff, the Coos Regional Trails Partnership and surrounding private land owners regarding trails.
Upgrade the rest of the sites	Site upgrades and any changes will be addressed in the upgrade planning, and should include a set carrying capacity, universal access guidelines and natural resource conservation, as stated in the plan.
Add a boat camping area Add a loading dock	Both projects may be considered.
Add yurts	Yurts might be considered in the future.
Add group sites; Do not add decrease single sites to allow for group sites	Site upgrades and any changes will be addressed in the upgrade planning, and should include a set carrying capacity, universal access guidelines and natural resource conservation, as stated in the plan.
Add RV hook-ups	Same as above
Allow fewer people in; less crowding	BLM intends to establish and enforce the maximum number of vehicles and people allowed into the park.
Provide parking for trailers (One comment stated they would not use this facility)	An off-site parking area may be possible. Otherwise, the BLM lands have been highly developed and expansion is limited due to the physical terrain.
Add soap dispenser in the restrooms Improve locks in restrooms	These projects were accomplished in 2001.
Fix the sprinkler system.	This was done in fall, 2001.



BLM's Response to Comments	
Comment	Response
Add private showers	This might be possible and would require a larger restroom area, which would decrease the open space. It would be part of the planning process when deciding about upgrades and carrying capacity.
Make showers coin operated	Again, this would be addressed as part of the planning process for upgrades. A variety of methods might be considered regarding the use of the showers. Pros and cons of installing, administering and maintaining any changes to the showers would be assessed prior to any decision.
Utilize carrying capacity measures prior to expanding the site.	BLM intends to re-establish the carrying capacity prior to any expansion or upgrade. Changes over the past twenty years have allowed more people and vehicles into the park than the original design accommodated. BLM hopes to shift that trend to improve the stewardship of both the recreational and natural resources.
Encourage development at Loon Lake Lodge area to reduce pressure at LLRA.	BLM would support efforts to partner with the private sector.
<b>B. Visitor Health and Safety</b>	
Speed bumps OK if needed	This is an option which may or may not be necessary. Visitor behavior and safety will be the driving factor regarding speed bumps and the use of the roads and trails.
<b>C. Visitor Services</b>	
Continue to provide firewood for sale	We intend to.
Continue environmental education	We intend to, with emphasis on the local area.



BLM's Response to Comments	
Comment	Response
Allow a food vendor in	We examine requests on a case-by-case basis. We do not want to compete with services provided by Loon Lake Lodge.
Do not lease the park to concessions	We do not intend to at this time, unless changes in legislation occur to provide more benefit to the public and BLM to do so.
Improve the information board at the self pay fee station	We can do this.
Utilize a tree stump for environmental education again	There currently is a slice of tree trunk displaying the rings of growth near the Day Use restrooms. It would be a good tool to use in educational programs, and perhaps BLM will enhance the display in the future.
<b>D. Administrative</b>	
Increase the season of use, especially day use	Construction projects have interrupted the normal schedule the past several seasons. LLRA Day Use will be open March 1st, in 2002. The East Shore Campground will resume a mid-April opening. Loon Lake Campground will work with reservations and announce opening days. Both campgrounds will close on November 30.
Decrease the number of and noise from motorized water craft	Visitors with concerns will be encouraged to let the State Marine Board know as they have responsibilities regarding water craft.
Need a pet policy	BLM staff will establish a written policy and inform visitors with pets about the policy as well as enforce the policy as much as possible. Doggie bag dispensers will be placed throughout the park as reminders.
Do not allow pets	This will remain an option if visitors with pets do not take responsibility for pets, especially after learning of the written policy.



BLM's Response to Comments	
Comment	Response
Continue Law Enforcement on site; Loud music is offensive to others; Comment supported increased marine patrol	BLM intends to continue improving the law enforcement agreement. Some summers turn out better than others in regards to consistent enforcement, since we rely on different officers each year.
Do not re-instate the day use fee for departing campers	BLM cannot justify offering a free day at the beach for some while charging others to be there. Eliminating the day use fee for campers departing was tried in response to complaints, and generated as many complaints. It's discrimination in favor of campers and penalizes the day use visitor.
Allow use of trespass docks	BLM will work with interested parties for an acceptable solution.



# Decision matrix for the issue of reservations at Loon Lake Recreation Area

Appendix D

<u>Time Frame</u>	<u>No Action</u> 10% sites reservations	<u>Draft Plan</u> 50% sites reservations in 2002.	<u>Option 1</u> 66% sites reservations.	<u>Option 2</u> 100% sites reservations.
<u>Summer</u>  Includes Peak Use Season and/or  Memorial Day to Labor Day	Waiting line would continue, with people sleeping in the parking lot.	Expected to eliminate some of the waiting line.	Expected to eliminate most of the waiting line.	Expected to eliminate waiting line.
	Allows 56 sites first come, first served	Allows 30 sites first come, first served.	Allows 20 sites first come, first served.	No first come, first served.
	Provides 6 of 60 camp sites available for a planned trip, or 620 reserveable nights.*	Provides 30 of 60 camp sites for a planned trip, or 3600 reservable nights.*	Provides approximately 40 of 60 camp sites available for a planned trip, or 4800 reservable nights.*	Provides all 60camp sites available for a planned trip, or 7200 reservable nights.*
	Labor intensive at booth.	Number of staff required to administer is unknown.	Expected to reduce staff required at booth.	Expected to reduce staff required at booth.
	Addresses one-third public input.	Addresses past public input.	Addresses two-thirds public input to the draft plan.	Addresses some public input.
	Difficult to administer.	Expected to be easy to administer.	Expected to be easier to administer.	Expected to be easiest to administer.
	Current situation.	Dates may be difficult to administer; too soon to implement in 2002.	Research best service and establish prices & policies in 2002; implement in 2003.	Research best service and establish prices & policies in 2002; implement in 2003.
<u>Year Round</u>	Same as above Current situation	Same as above, easy to administer year round.	Same as above, even easier to administer year round.	Same as above, easiest to administer year round.
<u>Summer Weekends Only</u>	Same as above except confusing and difficult to administer.	Same as above except confusing and difficult to administer.	Same as above except confusing and difficult to administer.	Same as above except confusing and difficult to administer.

\*Mid-May through mid-Sept. equals four months. 4 x 30 days/month x number of sites available to reserve = number of nights available for planned trip.

This chart applies to Loon Lake Campground only, and does not affect East Shore, which will remain first come, first served.



Worksheet 1

Worksheet 1: Project Description and Objectives					Project Information	
Project Description and Objectives					Project Name	Project Number
Project Description and Objectives					Project Location	Project Status
Project Description and Objectives					Project Start Date	Project End Date
Project Description and Objectives					Project Manager	Project Sponsor
Project Description and Objectives					Project Budget	Project Funding Source
Project Description and Objectives					Project Risks	Project Mitigation Strategies
Project Description and Objectives					Project Deliverables	Project Milestones
Project Description and Objectives					Project Stakeholders	Project Communication Plan
Project Description and Objectives					Project Evaluation	Project Review
Project Description and Objectives					Project Conclusion	Project Lessons Learned















**UNITED STATES  
DEPARTMENT OF THE INTERIOR  
BUREAU OF LAND MANAGEMENT**

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North Bend, Oregon 97459

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